



University
of Glasgow

<https://theses.gla.ac.uk/>

Theses Digitisation:

<https://www.gla.ac.uk/myglasgow/research/enlighten/theses/digitisation/>

This is a digitised version of the original print thesis.

Copyright and moral rights for this work are retained by the author

A copy can be downloaded for personal non-commercial research or study, without prior permission or charge

This work cannot be reproduced or quoted extensively from without first obtaining permission in writing from the author

The content must not be changed in any way or sold commercially in any format or medium without the formal permission of the author

When referring to this work, full bibliographic details including the author, title, awarding institution and date of the thesis must be given

Enlighten: Theses

<https://theses.gla.ac.uk/>
research-enlighten@glasgow.ac.uk

SOCIAL SCIENCE AND HYGIENE

IN THE

MERCANTILE MARINE.

ALEXANDER HUTCHISON,

M.D., D.P.H., D.P.A., F.R.F.P.S.

ProQuest Number: 10646996

All rights reserved

INFORMATION TO ALL USERS

The quality of this reproduction is dependent upon the quality of the copy submitted.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if material had to be removed, a note will indicate the deletion.



ProQuest 10646996

Published by ProQuest LLC (2017). Copyright of the Dissertation is held by the Author.

All rights reserved.

This work is protected against unauthorized copying under Title 17, United States Code
Microform Edition © ProQuest LLC.

ProQuest LLC.
789 East Eisenhower Parkway
P.O. Box 1346
Ann Arbor, MI 48106 – 1346

I N D E X.

Pages.

Introduction	1	to	VII.
Food and Catering at Sea	1	to	34.
Social Security for Seafarers... ..	35	to	184.
Welfare of Merchant Seamen	185	to	251.
Hygiene of Crew Spaces	252	to	292.
Medical Arrangements for Seafarers..	293	to	432.
Quarantine Procedure	433	to	512.
Bibliography	513	to	550.

Britain has always been a seafaring nation, and has for centuries been dependent on her merchant shipping to keep her industries flourishing. In seaworthiness her ships were unsurpassed. One would assume that in such ships the crews' accommodation would also be of the best quality and that the men who manned these ships would be well cared for and amply rewarded for their work, which is so well known to be arduous and dangerous. Unfortunately this has not been so.

(1)

In the House of Commons on 23rd. May 1898, Admiral Field put the following question to the Under Secretary of State for Foreign Affairs - "To ask the Under Secretary of State for Foreign Affairs whether the consuls at New York, San Francisco, Philadelphia, Baltimore, Portland (Oregon), Boston, Rio de Janeiro, Rosario and Marseilles can be called upon to report in their Annual Returns their views as to the causes of the large number of desertions of seamen from British ships in their respective ports, amounting in the aggregate to over 14,000 per annum; the amount of unpaid wages left behind by the seamen so deserting; and what steps, if any, they would recommend should be taken to remedy this great evil?" In a supplementary question by Admiral Field he asked whether the Secretary of State for the Colonies would "endeavour to obtain similar information as to the causes of desertion of seamen, from the Colonial Authorities in the ports of Sydney and Newcastle (New South Wales); also of Melbourne, Capetown and Montreal; the amount of unpaid wages left behind by the seamen; and what steps if any, they would recommend should be taken to remedy the evil?"

Both the Secretary of State for Foreign Affairs and the Secretary of State for the Colonies assured Admiral Field that they would endeavour to obtain this information. This they did,

and their reports were published in a paper entitled "Reports from Certain Foreign and Colonial Ports Respecting the Desertion of Seamen from British Ships." This report was presented to both Houses of Parliament in 1899.

The individual reports from the various Consuls throughout the world showed that conditions on board British ships left much to be desired. For example, in his report, the British Consul in Baltimore, U.S.A. suggested that -

"The allurements and inducements held out to seamen by the numerous shipping masters, sailors' boarding-house keepers, crimps, and runners of every description, and the wages, averaging a pound, and advance wages, usually two pounds, higher than what is given in the United Kingdom - are the principal causes of desertions from British ships at Baltimore.

Before stating the steps, which I would suggest, should be taken for the stoppage of desertion, it is necessary, I think, to give in a general way a description of the procedure in existence here, and, I believe, at the other principal ports in the United States, with respect to the shipment, discharge, and desertion of British Seamen.

When a ship arrives in port, she is at once boarded by shipping-masters, sailors' boarding house keepers, or runners for boarding houses, who use every means in their power to prevail upon the seamen to quit their ships, and they generally have more or less success. The shipping-master solicits the master for the business of providing him with a fresh set of men when the ship is ready for sea in place of those who have been induced to leave. In numerous cases the seamen cannot be prevailed upon to quit their

ships without payment of at least a portion of their wages, and that is usually settled by the forfeiture, on the part of each man, of a month's and sometimes two months' wages of what he has earned. When the ship is ready for sea, the master applies for men to the shipping-master he has chosen. They are generally collected at his office, and are informed of the voyage for which they are to sign, and the wages and advance wages they are to receive. As a rule they are also told that they must pay out of their advances \$5 to \$20 each for the privilege of getting employment. The sum thus charged goes under the name of "Blood money". The men are then taken before the Consul and signed on the Articles in proper form, but as his duty is confined, so far as the advance wages are concerned, to seeing that they are properly entered on the Agreement, he has no power to prevent this extortion. Advance notes are never used, and the shipping-master invariably collects the total amount of the advances from the ship's agents, together with a fee of from two to three dollars for each man he has provided. After the ship has sailed, the shipping-master settles for the man's advance with the boarding-house keeper - never with the man - who has gone to sea with little or nothing in return for the \$20 to \$40 advance placed against his name on the ship's Articles.

The business is, as will be seen, a very profitable one for the boarding-house keepers and shipping-masters, and they naturally make every effort to prevail upon seamen to leave their ships."

The Consul in San Francisco in his report, agreed with the Consul in Baltimore, and added that additional minor causes were -

"The inferior way in which food is prepared in most British ships, plus the fact that on American ships men are provided with

.IV.

fresh bread every day."

The Consul also included a table showing the number of desertions from British ships in San Francisco, covering a period from 1886 to 1897:-

Year	Total Number of Crews on British Vessels entering the Port.	Total number of desertions.	Percentage of desertions.
1888	11,170	3,828	35.31
1889	8,889	1,698	19.10
1890	7,784	1,402	18.01
1891	11,681	3,273	19.45
1892	9,529	1,544	16.20
1893	8,654	1,398	16.15
1894	7,809	747	9.56
1895	8,808	994	11.28
1896	11,223	1,129	10.05
1897	8,251	992	12.02

The Consul in Marseilles gave as his opinion that the principal causes of desertion from British ships were drink, crime and women.

The Consul at Rio de Janeiro gave as the main causes -

(a) The small balance of wages due to seamen on arrival, who lose little by leaving their vessel and frequently re-engage at higher rates; (b) their unwillingness to work in discharging cargo; (c) connivance of some shipmasters to get rid of such men and other objectionable characters, whereby they profit by the balance of wages due to seamen; and (d) quarrels on board ship, and the temptations held out to men by crimps.

The Consul at Valparaiso gave the reasons why men desert as follows: -

"The master in such cases appropriates the wages of the men so left behind.

In most cases when a British barque arrives at this port she has been nearly one hundred days at sea, and she remains in port from one to three months. The amount of wages due to each seaman "reported as missing" is, as a rule, considerable, sometimes over £30.

It is a regular practice for some masters to so harass, irritate, and abuse their seamen that they desert. The master thus avoids paying the seamen's hard-earned wages.

It is the usual thing here for a seaman to have been a hundred days at sea on food that would not be tolerated in the Army or Navy, to remain sixty days in port in sight and smell of a big town and never be granted leave ashore.

Nor are his wages paid to him, so that he may buy fruit and luxuries to which he has so long been a stranger."

These reports suggest that conditions on board British ships at the end of the 19th. Century were unsatisfactory, and if we consider these facts in conjunction with the description of a typical fore-castle on a ship about 1894 and of a fore-castle on board a wooden ship, is there any wonder that men deserted from their ships? Should we not wonder why any man ever adopted the Merchant Service as a career?

(2)

Home describes a typical fore-castle thus -

"It is wedge shaped and the nose of the ship itself forms part of the wedge. This is divided by a central partition, and the sailors live on the starboard side, and the stokers on the port side. It is some six feet six inches high, and is built of iron beams over which are spread iron plates. The space for twelve sailors would be 864 cubic feet or less, and 144 square feet

deck space. Iron walls outside, iron partition inside. Through the space will run the spindle of the capstan and the clumsy hawse pipe the size of a man. All these encumbrances make cleaning difficult. The ports are small. There are twelve berths, made of wood, arranged in pairs or in threes, one above the other in six or seven feet of height. They are ordinary bed places of wood with a lee board to keep the sailors from falling out. Here the men must store all their gear and dry their clothes. The only seat is a shelf running from the front of the lower berths, and there is no table. There are lockers for the men's food. The lockers are made of wood, with holes pierced in them for ventilation. The deck is damp due to leaks and condensation.

There is no table. There is no chair, no spare deck space, no cupboard or locker in which to hang clothes, nowhere to hang an overcoat to dry, and it is in the fore-castle that the men must take their food." And on a wooden ship thus:-

"In wooden ships lighting was scanty. At night darkness was the rule. Hence it was that men sang songs all night. They had no books and no lights to read by, and even though they had books they probably could not read. As for water closets, there were none. The seats that were, were in the 'head' of the ship alongside the bow-sprit, and a man might be dipped into the sea by a sudden deep pitch."

At this time (1900) there was no organised medical service for seafarers, and it was not until the passing of the Merchant Shipping Act of 1906⁽²⁾ that shipowners commenced the practice of pre-employment medical examination. From 1906 onwards many shipowners insisted upon a pre-employment medical examination, but many others did not, with the result that many men went to sea who

.VII.

were entirely unfit for their employment, and statistics show that the mean annual death rate for seamen at this time was much higher than that of the civilian male population.⁽⁴⁾

About this time, epidemics of cholera and plague were causing anxiety in the East⁽⁵⁾ and there was always the risk that these diseases might be carried to this country by a Merchant Ship. Consequently, in the latter part of the 19th. Century and at the beginning of the 20th. Century, international conferences⁽⁶⁾ were held to recommend measures for the prevention of the importation of these diseases, and national regulations were also passed.

The following work deals with:-

- (1) Food and Catering at Sea.
- (2) Social Security for Seafarers.
- (3) Welfare Arrangements for Seafarers.
- (4) Hygiene of Crew Spaces.
- (5) The Medical Arrangements for Seafarers.
- (6) Quarantine Procedure.

Each of these subjects is dealt with in the same manner - the past and present arrangements are reviewed, and suggestions made for the future.

FOOD AND CATERING

AT SEA.

Throughout the ages one of the greatest difficulties to be overcome by Masters of ships was to keep the food on board fresh and edible because the quality, quantity and variety of food served on board, and the way in which it is served, have a direct bearing on the health of the crew and on their efficiency. (7)

In the 16th. Century a pound of biscuit bread and a gallon of ale were allowed daily to every man and boy on board a merchant ship. In addition to this there was an allowance of a pound of salt beef or a pound of salt pork and pease four days in the week, and on the other three days salt fish, seven ounces of butter and fourteen ounces of cheese. (7) Proude (8) describing the conditions on board the ships of the Spanish Armada, said that "The water had been taken on three months before. It was found to be foul and stinking. The salt beef, the salt pork and the fish were putrid, the bread full of maggots and cockroaches. In the whole fleet there was not a sound morsel of food but biscuit and dried fruit. The men went down in hundreds with dysentery".

In the 18th. Century the diet remained much the same. Cookburn (9) described it as "Pork and pease on Sundays and Thursdays; oatmeal, butter and cheese on Monday; beef and beef pudding on Tuesdays and Saturdays; butter and cheese on Wednesday and Friday". In addition there was every day a generous allowance of biscuit bread and ale. Fletcher (10) gives the diet on board a Naval vessel in the year 1786 as:-

	<u>1 lb. of</u>	<u>1 pt. of</u>	<u>2 lb. of</u>	<u>1 pt. of</u>	<u>2 oz. of</u>	<u>4 oz. of</u>
Sunday	Pork	Pease	-	-	-	-
Monday	-	-	-	Oatmeal	Butter	Cheese
Tuesday	-	-	Beef	-	-	-
Wednesday	-	Pease	-	Oatmeal	Butter	Cheese
Thursday	Pork	Pease	-	-	-	-
Friday	-	Pease	-	Oatmeal	Butter	Cheese
Saturday	-	-	Beef	-	-	-

(11)

Under section 18 of the Merchant Shipping Act of 1844 it was laid down that on board ships not travelling to European or Mediterranean ports, the crew, after they had been on salt meat for ten days, must be given half an ounce of lime or lemon juice daily.

(12)

Under section 221 of the Merchant Shipping Act of 1854 it was laid down that if three or more members of the crew complained that the quality or quantity of the provisions or drinking water was bad or unfit for use, the water might be examined by an Officer in command of one of Her Majesty's Ships, a British Consular Officer, a Superintendent or Chief Customs Officer, and if he found that the crew's complaints were justified, the Master was liable to a fine. Under section 223 of the same act, if three members of the crew complained that the food they were receiving was bad or was insufficient in quantity, the same Officers as mentioned above might be asked to determine whether or not the complaints of the crew were justified. If they were, the Master was liable to a penalty, and compensation was to be made to the crew. The compensation rates were fixed thus:-

1. If the food was reduced in quantity by one third, compensation was payable at the rate of 4d. per day.

2. If the food was reduced in quantity by more than one third, compensation was payable at the rate of 8d. per day.

3. In respect of bad quality, a sum not exceeding 1/- per day was payable.

As the Merchant Fleets of Britain expanded, the quantity and quality of food supplied to the Merchant Service did not improve.

(13)

So much so that in the year 1867 it was laid down, under Section 7 of the Merchant Shipping Act passed in that year, that where a seaman became ill through the neglect of the Master, or by not having been provided with good food, accommodation and medicines, the Master must pay all hospital expenses (not exceeding in the whole three months' wages).

(14)

Under section 198 of the Merchant Shipping Act of 1894 the same provisions for making complaints regarding the food and water were made, and under section 199, it was laid down that compensation was to be made at the same rates as in the act of 1854. The Merchant Shipping Act of 1894 did not lay down the amount of provisions required to be given to each member of the crew, but under section 114 of the act, a seaman signing-on a ship, was required to sign an agreement which had been approved by the Board of Trade, and this agreement included a scale of provisions. The act did not require a cook on board a ship to be certified as such.

(15)

In the same year as the act was passed, Collingridge advocated that an authorised scale of food should be laid down for every ship, and that on each ship "a trained and perhaps certified cook" should be carried.

Section 199 of the Merchant Shipping Act of 1894 was open to abuse, in that seamen, although supplied with provisions containing on the whole the same or a greater amount of wholesome nutriment,

claimed compensation on the grounds that they were not receiving the food as stipulated in their agreement. The law was made more rigid by the passing of the Merchant Shipping Act of 1906 (3)

Section 25 (2) reads:-

"The power of the court to modify or reduce compensation, under section one hundred and ninety-nine of the Principal Act, shall be extended to cases where a member of the crew claiming compensation, although he has not been supplied with the provisions actually required by the scale, has been supplied with provisions containing on the whole the same or a greater amount of wholesome nutriment in their place".

Under Section 25, sub-section 1, the Master of a ship was required to furnish provisions for every member of the crew in accordance with the scale set out in the First Schedule to the Act.

Under section 27 of the Act it was laid down that:-

" (1) After the thirtieth day of June nineteen hundred and eight, every British foreign-going ship of a thousand tons and upwards gross tonnage, going to sea from any place in the British Islands or on the Continent of Europe between the River Elbe and Brest inclusive, shall be provided with and carry a duly certified cook who is able to prove one month's service at sea in some capacity.

(2) A cook shall not be deemed to be duly certified within the meaning of this section unless he is the holder of a certificate of competency in cooking granted by the Board of Trade or by some school of cookery or other institution approved for the purpose by that Board, or is the holder of certificates of discharge showing at least two years' service as cook previously to the said thirtieth day of June nineteen hundred and eight.

(3) The cook shall be rated in the ship's articles as ship's

cook, or in the case of ships of not more than two thousand tons gross tonnage, or ships in which the crew, or the majority of the crew, provide their own provisions, either as ship's cook or as cook and steward.

(4) In the case of an emigrant ship, the ship's cook shall be in addition to the cook required by section three hundred and four of the Principal Act.

(5) If the requirements of this section are not complied with in the case of any ship, the master or owner of the ship shall, if there is no sufficient reason for the failure to comply with the requirements, for each offence be liable on summary conviction to a fine not exceeding twenty-five pounds."

The scale of food as laid down in the First Schedule was adhered to until 1940 (16) when it was changed as a result of joint recommendations made to the Board of Trade by the Shipping Federation, the Employers' Association of the Port of Liverpool, the National Union of Seamen and the Officers' Societies. The new scale is effective for Articles opened on and after 1st. February 1940.

Before making a comparison between the two scales, it might be well to observe at this stage that, although a scale of provisions was laid down, it was in fact the practice in very many cases for the shipowners and masters to provide much more liberally than the prescribed quantities.

STATUTORY FOOD SCALE : SHIPS' CREWS.

Comparison of 1906 Scale with 1940 Scale.

1906 Scale.		1940 Scale.	
	Per week.		Per week.
Water...	28 qts.	(No change)	
Soft Bread...	3 lbs.		
Biscuits...	4 lbs.	Soft Bread...	7 lbs.
Salt Beef...	3 lbs.	Fresh Meat...	6 lbs.
Salt Pork...	3 lbs.	Fresh Fish) See Note 1	
Preserved Meat...	2 1/2 lbs.	Eggs) below and paras.	
Fish ...	1 lb.	Smoked Ham) 3, 4 and 5 of	
(Bal. to 12 1/2 lbs. fresh meat)		or Bacon) Conditions & Exceptions	
Potatoes ...	6 lbs.	Potatoes...	7 lbs.
Dried or Compressed Vego.	1/2 lb.	(No change)	
Peas, split...	2/3 pt.	Peas, split ...	1 lb.
Peas, green...	1/3 pt.	Green Peas, Haricot Beans	
Calavances or		or Butter Beans...	1 1/2 lbs.
Haricot Beans ...	1/3 pt.		
Flour...	2 lbs.	(No change)	
Rice ...	1 lb.	Rice...	6 ozs.
Oatmeal ...	1 lb.	Oatmeal, Rolled Oats or	
		similar cereal...	6 ozs.
Tea ...	1 1/2 ozs.	Tea...	3 ozs.
Coffee ...	4 ozs.	(Coffee, containing not more	
		{ than 25% Chicory...	2 ozs.
		{ or Cocoa (or Chocolate)...	3 ozs.

1906 Scale.		1940 Scale.	
Per week		Per week.	
Sugar...	1½ lbs.	Sugar (see Note 2 below)	1½ lbs.
Milk, condensed...	1/3 lb.	Milk { (Condensed... .. 4.2/3ons. (or Dried.... .. 4 ons. (Condensed 4.2/3ons. Milk <u>for cooking</u> or Dried.. 2 ons.	
Butter...	½ lb.	Butter (see Note 2 below)...	½ lb.
Marmalade or Jam ...	1 lb.	Marmalade or Jam... ..	1 lb.
Syrup or <u>Molasses</u> ...	½ lb.	Syrup... ..	3 ozs.
Cheese... ..	Nil	<u>Cheese</u>	4 ozs.
Suet	4 ozs.	(No change)	
Pickles... ..	½ pt.	Pickles	½ pt.
Onions	3 ozs.	Onions	½ lb.
Dried Fruits ...	5 ozs.	} (No change)	
Fine Salt	2 ozs.		
Mustard	½ oz.		
Pepper	½ oz.		
Curry Powder. ...	½ oz.		

Note 1. The limitation on the use of fresh fish, eggs and smoked ham or bacon as equivalents for fresh meat (set out in the Conditions and Exceptions below) means that the maximum amount which can be deducted from the weekly ration of fresh meat in respect of these equivalents, is 2 lbs. 3 ozs.

1906 Scale	1940 Scale.
	<p><u>Note 2.</u> The amounts of sugar and butter shown in the above scale are exclusive of the amounts used in the preparation of meals.</p>

CONDITIONS AND EXCEPTIONS IN APPLYING SCALE.

1. The issue of provisions for which a total weekly, and no daily amount is given in the above scale shall be reasonably distributed throughout the week. (For the purposes of this comparison the daily amounts have been omitted).

2. The issue of soft bread under the scale shall not be required -

(a) in a ship of less than 1,000 gross registered tonnage; or

(b) if rough weather renders the making of bread impracticable; or

1. General. The issue of the provisions referred to in the above scale shall be reasonably distributed throughout the week; and in the case of water, soft bread, meat and potatoes, the issue shall be approximately equal each day.

2. Bread. The issue of soft bread under the scale shall not be required -

(a) No change.

(b) if rough weather or illness, or absence of cook, or force majeure, renders the making of bread impracticable; but where soft bread is not issued, an equivalent amount of biscuit stored in sealed tins shall be issued instead.

1906 Scale.

(c) in any ship until the date of the first agreement with the crew entered into after First January 1908; but where soft bread is not issued, an equivalent amount of biscuit shall be issued instead.

5. Within the tropics, a pound and a half of preserved meat or three pounds of fresh meat may be substituted for two pounds of salt pork.

1949 Scale.

3. Meat. The term "Meat" includes "Pork". The weight of fresh meat is the weight, including fat and bone, before preparation for cooking.

When fresh meat is not available salt or preserved meat may be substituted in the proportion of 2/3 lbs. of salt meat or 1/2 lb. of preserved meat for 1 lb. of fresh meat.

Fresh offal and fresh sausage count as the equivalents of fresh meat. Other sausage counts as preserved meat.

Smoked ham or bacon should, when procurable at reasonable cost, be supplied to the extent of 6 ozs. weekly, but not exceeding 8 ozs. and count as preserved meat.

1906 Scale.

4. An equal quantity of fish, up to an amount not exceeding three-quarters of a pound in any one week, may be substituted for preserved meat under the above scale.

The fish issued, whether under the scale or as a substitute, must be fresh fish, dried fish, or canned salmon or canned herring.

1940 Scale.

Note. In ships with no refrigerator it is undesirable that reliance should be placed on fresh meat keeping in good condition for more than 15 days from the date on which it is taken on board.

4. Fish. The weight of fresh fish is the gross weight before preparation for cooking.

Fresh fish to an amount not exceeding 1½ lbs. per week may be substituted for fresh meat and shall be regarded as equivalent to two-thirds of its weight of fresh meat.

In any week in which less than 8 oz. of fresh fish is issued there shall be issued fish of a fatty type such as kippers, or tinned salmon, herrings, pilchards or sardines, the weight of which shall be one-half the amount by which the fresh fish issued is less than 8 ozs. Dried fish or tinned salmon, herrings, pilchards or sardines may be substituted for fresh fish in the proportion of 1½ ozs. of dried fish or 1 oz. of tinned fish to 8 ozs. of fresh fish.

1906 Scale.	1940 Scale.
<p>B. Fresh potatoes must be issued for at least the first eight weeks of the voyage in the case of every ship leaving a port within the home trade limits at any time between the last day of September and the first day of May, and at any other time when they can be procured at a reasonable cost.</p>	<p>5. <u>Eggs</u>. Not less than four eggs, fresh or preserved in shell, shall be issued during the first fortnight of any voyage starting from a port within home trade limits, and two eggs for each week thereafter should be issued, if obtainable at a reasonable price, and if there are facilities for keeping them. Each egg so issued shall be regarded as the equivalent of $1\frac{1}{2}$ lbs. of fresh meat under the scale. Eggs in excess of these may be issued, but shall not count against the scale.</p> <p>6. <u>Potatoes</u>. Fresh potatoes (<u>when procurable in a sound condition</u>) must be issued for at least the first eight weeks of the voyage in the case of every ship leaving a port within the home trade limits, at any time between the last day of September and the first day of May, and at any other time when they can be procured at a reasonable cost.</p>

1906 Scale.

When fresh potatoes are not so issued, an equal amount of jams, or vegetables preserved in tins, or an equivalent amount of dried or compressed potatoes or dried or compressed vegetables in the proportion of 1 lb. to 6 lbs. of fresh potatoes must be issued in their place.

6. Fresh Vegetables, or vegetables preserved in tins, may at any time be substituted for dried or compressed vegetables in the proportion of half a pound of fresh vegetables or vegetables preserved in tins to one ounce of dried or compressed vegetables.

1940 Scale.

When fresh potatoes are not so issued, an equal amount of rice, jams, sweet potatoes, or vegetables preserved in tins, or an equivalent amount of dried or compressed potatoes or dried or compressed vegetables in the proportion of 1 lb. to 6 lbs. of fresh potatoes, or fresh bread in proportion of 1 lb. of bread to 1 lb. of fresh potatoes, must be issued in their place.

7. Dried Milk. Dried milk may only be issued in lieu of condensed milk where the conditions on board are such as enable it to be kept in good condition, in a cool, dry, place, for the period during which it may be required.

8. Vegetables. Fresh vegetables should be supplied as often as possible when they can be procured at a reasonable cost and are not likely to be injurious to health.

On each day when $\frac{1}{2}$ lb. of fresh vegetables (or vegetables preserved in tins) is supplied, these are to be regarded for purposes of the

1906 Scale.	1940 Scale.
<p>8. The dried fruit issued under the above scale must be raisins, sultanas, currants, figs or prunes.</p> <p>9. The onions to be issued under the above scale must be fresh onions when in season; and when fresh onions are not in season, an equal amount of onions or vegetables preserved in tins, or an equivalent amount of dried or compressed onions or vegetables in the proportion of 1 oz. to $\frac{1}{2}$ lb. of fresh onions must be issued.</p> <p>11. The stockhold hands are to receive sufficient oatmeal and one quart of water extra daily while under steam.</p>	<p>scale as equivalent to one day's supply of dried or compressed vegetables and of green peas, haricot or butter beans.</p> <p>9. <u>Dried Fruits</u>. Dried fruits issued under the above scale must be raisins, sultanas, figs, prunes <u>apples, pears, peaches or apricots.</u></p> <p>10. <u>Onions</u>. The onions to be issued under the above scale must be fresh, <u>store or dried</u> onions when in season; and when fresh, store or dried onions are not in season, an equal amount of onions or other vegetables preserved in tins, or an equivalent amount of dried or compressed onions or other vegetables in the proportion of 1 oz. to $\frac{1}{2}$ lb. of fresh onions must be issued.</p> <p>11. (No change).</p> <p><u>Note</u>. In any case where tinned provisions are issued, the weight thereof shall be calculated exclusive of the container.</p>

1906 Scale.

7. A mixture of coffee and chicory containing not less than seventy-five per cent of coffee may at any time be substituted for coffee in the proportion of five ounces of the mixture to four ounces of coffee.

19. In part -

- (a) soft bread shall be issued in lieu of biscuit; and
- (b) when procurable at a reasonable cost, a pound and a half of fresh meat and half a pound of fresh vegetables shall be issued daily, and when fresh meat and fresh vegetables are not issued, salt and preserved meat and dried or compressed vegetables need not be issued.

1940 Scale.

(Coffee is now defined in the Scale itself as "Containing not more than 25 per cent chicory")

SUBSTITUTES AND EQUIVALENTS - NOT TO BE USED
WITHOUT REASONABLE CAUSE.

1906 Scale.			1940 Scale.		
Fresh Meat...	1½ lb.)	to be			
Salt Meat....	1 lb.)	considered	(No change in ratio)		
Preserved Meat	½ lb.)	equal.			
Coffee... ..	½ oz.)	to be	Coffee... 1 oz.)	to be	
Cocoa	½ oz.)	considered	Cocoa or	considered	
Ten	½ oz.)	equal.	<u>Chocolate.</u> 1½ oz.)	equal.	
			Ten... ..	½ oz.)	
Flour	1 lb.)	to be	Flour 1 lb.)	to be	
Biscuit... ..	1 lb.)	considered	Biscuit... 1 lb.)	considered	
Rice	1 lb.)	equal.	Rice 1 lb.)	equal.	
			Oatmeal, Rolled		
			Oats or similar		
			cereals... 1 lb.)		
Split Peas....	1/3 pt.)	to be	Split Peas. 1/3 pt.)	to be	
Flour... ..	½ lb.)	considered	Flour... .. ½ lb.)	considered	
<u>Calavances</u> or		equal when	Green Peas,	equal when	
Haricot Beans	½ pt.)	issued	Haricot or	issued with	
Rice... ..	½ lb.)	with meat	<u>Butter Beans</u> ½ lb.)	meat rations.	
		rations.	Rice... ..	½ lb.)	
Marmalade...	1 lb.)	to be	Marmalade.. 1 lb.)	to be	
Jam... ..	1 lb.)	considered	Jam... ..	1 lb.)	considered
Butter	½ lb.)	equal.	<u>Syrup.</u> ... 1 lb.)	equal.	
			Butter ... ½ lb.)		
			<u>Cheese</u> ... ½ lb.)		
			Condensed Milk 9ozs)	to be	
			Dried Milk.. 4ozs)	considered	
				equal	

1906 Scale.	1940 Scale.
Mustard... .. } Curry Powder... } } equal.	to be considered (No change).

Items underlined show difference in detail between similar provisions in the 1906 and 1940 Scales.

Further alterations in the scale of food to be supplied were made in 1945⁽¹⁷⁾ and 1946⁽¹⁸⁾. These were designed in order to make the

best use of the foodstuffs available in the country at the time.⁽³⁾

One of the results of the 1906 Act, was the setting up of Sea Training Schools throughout the country, with a view to training boys for the Merchant Service. The best known of these is the Gravesend Sea School, which was opened in 1918, and which has been instrumental in placing over twenty-one thousand boys at sea in the Merchant Navy.⁽¹⁹⁾ At this school boys were trained for all branches of the service, and a course for cooks was organised. It was usual for a boy to undergo preliminary training as a junior in the catering department on board a ship, and from there to have experience in the galley, and to graduate to the post of assistant cook. Before he could become a ship's cook he was required to undergo a special course of training at one of the approved training centres, such as the Gravesend Sea School. This course lasted for approximately three weeks, and following this, if he were successful in the examination which was held at the end of each course, he obtained a Cook's Certificate. In addition to the Gravesend Sea School there were schools in Glasgow, South Shields, Cardiff, Hull, Liverpool and London.

In January 1944 the Gravesend Sea School was incorporated in a wartime organisation known as the National Sea Training Schools, which was operated under the jurisdiction of the Ministry of War Transport, the Board of Education, the Shipping Federation and the National Union of Seamen. (19) This national organisation is still in operation, and the reports of these two organisations show that (19) from 1930 until 1943, 617 boys had passed out as qualified cooks.

In 1945 the Joint Maritime Commission of the International Labour Office met in London and devoted a session to a general survey of conditions of employment in the Mercantile Marine, including, among other subjects, the question of food and catering on board ships. (20) It considered, among other things, (21) the International Seafarer's Charter, which had been finally adopted at a conference of seafarers in 1944, and also a note prepared by the International Labour Office in 1944, on Hygiene, Food and Medical Services. (22)

In the International Seafarers' Charter (Section 55), it was put forward that training arrangements for cooks should be improved, and that a cook should not only be able to prepare food but should also have a knowledge of food values. Further, he should be able to serve meals in a manner suitable to the prevalent climate. Under Section 56, it was proposed that entrants to the catering department should not be under sixteen years of age, and should have a period of pre sea training. After two years' service as a Galley Boy, they should have the opportunity either as a Cook's Mate, or as Assistant Cook in order to learn to cook on board. Section 57 proposed further that those desiring to become cooks should attend a Cookery School ashore, and after two years' service as a Ship's Cook, they could attend a school for Chief

Stowards, where they would receive training more especially in administrative work. Section 127 of the Charter recommended that food on board should be of the best quality, variety, and sufficient for a whole ship's company, and that no distinction should be made between Officers and Ratings. Section 128 suggested that the meals served should be entered daily in an official Log Book kept by the catering department, and section 129 recommended that all ships should be provided with up-to-date store-rooms and refrigerators, with a properly equipped galley, which had up-to-date cooking utensils of aluminium or other non-flaking material.

After discussing the recommendations of the International Seafarers' Charter and the note prepared by the International Labour Office, the International Labour Office submitted preliminary texts of an international document concerning Food and Catering on Board Ship, and also of an international instrument making certification a condition of employment as a ship's cook. These were discussed at the Maritime Preparatory Conference of the International Labour Organisation at Copenhagen in 1945⁽²³⁾ at which amendments were made to the preliminary texts, and the Maritime Preparatory Conference submitted to the 28th. Session of the International Labour Conference, held at Seattle, proposed draft conventions concerning Food and Catering on board ship, and concerning the Certification of Ship's Cooks.⁽²⁴⁾ These were further discussed and amended at the Seattle Conference and the following conventions regarding Food and Catering for Crews on Board Ship and regarding the Certification of Ship's Cooks were adopted:-

"Convention Concerning Food and Catering for
Crews on Board Ship."

The General Conference of the International Labour Organisation,

Having been convened at Seattle by the Governing Body of the International Labour Office, and having met in its Twenty-Eighth Session on 6th. June 1946, and Having decided upon the adoption of certain proposals with regard to food and catering for crews on board ship, which is the fourth item on the agenda of the Session, and

Having determined that these proposals shall take the form of an International Convention

adopted this 27th. day of June of the year one thousand, nine hundred and forty-six the following Convention which may be cited as the Food and Catering (Ship's Crews) Convention 1946:

Article 1.

1. Every Member of the International Labour Organisation for which this Convention is in force is responsible for the promotion of a proper standard of food supply and catering service for the crews of its sea-going vessels, whether publicly or privately owned, which are engaged in the transport of cargo or passengers for the purpose of trade and registered in a territory for which this Convention is in force.

2. National laws or regulations or, in the absence of such laws or regulations, collective agreements between employers and workers, shall determine the vessels or classes of vessels which are to be regarded as sea-going vessels for the purpose of this Convention.

ARTICLE 2.

The following functions shall be discharged by the competent authority, except in so far as these functions are adequately discharged in virtue of collective agreements:

- (a) the framing and enforcement of regulations concerning food and water supplies, catering, and the construction, location, ventilation, heating, lighting, water system and equipment of galleys and other catering department spaces on board ship, including store rooms and refrigerated chambers;
- (b) the inspection of food and water supplies and of the accommodation arrangements and equipment on board ship for the storage, handling and preparation of food;
- (c) the certification of such members of the catering department staff as are required to possess prescribed qualifications;
- (d) research into, and educational and propaganda work concerning methods of ensuring proper food supply and catering service.

ARTICLE 3.

1. The competent authority shall work in close co-operation with the organisations of shipowners and seafarers and with national or local authorities concerned with questions of food and health, and may where necessary utilise the services of such authorities.
2. The activities of the various authorities shall be duly co-ordinated so as to avoid overlapping or uncertainty of jurisdiction.

ARTICLE 4.

The competent authority shall have a permanent staff of qualified persons, including inspectors.

ARTICLE 5.

1. Each Member shall maintain in force laws or regulations concerning food supply and catering arrangements designed to secure the health and well-being of the crews of the vessels mentioned in Article 1.

2. These laws or regulations shall require:-

- (a) the provision of food and water supplies which, having regard to the size of the crew and the duration and nature of the voyage, are suitable in respect of quantity, nutritive value, quality and variety;
- (b) the arrangement and equipment of the catering department in every vessel in such a manner as to permit of the service of proper meals to the members of the crew.

ARTICLE 6.

National laws or regulations shall provide for a system of inspection by the competent authority of -

- (a) supplies of food and water;
- (b) all spaces and equipment used for the storage and handling of food and water;
- (c) galley and other equipment for the preparation and service of meals.
- (d) the qualification of such members of the catering department of the crew as are required by such laws or regulations to possess prescribed qualifications.

ARTICLE 7.

1. National laws or regulations or, in the absence of such laws or regulations, collective agreements between employers and workers shall provide for inspection at sea at prescribed intervals by the Master, or an officer specially deputed for the purpose by him, together with a responsible member of the entering department of -

- (a) supplies of food and water;
- (b) all spaces and equipment used for the storage and handling of food and water, and galley and other equipment for the preparation and service of meals.

2. The results of each such inspection shall be recorded.

ARTICLE 8.

A special inspection shall be made by the representatives of the competent authority of the territory of registration on written complaint made by a number or proportion of the crew prescribed by national laws or regulations or on behalf of a recognised organisation of shipowners or seafarers. In order to avoid delay in sailing, such complaints should be submitted as soon as possible but at least twenty-four hours before the scheduled time of departure from port.

ARTICLE 9.

1. Inspectors shall have authority to make recommendations to the owner of a ship, or to the master or other person responsible, with a view to the improvement of the standard of entering.

2. National laws or regulations shall prescribe penalties for -

- (a) failure by an owner, master, member of the crew, or other person responsible to comply with the requirements of the national laws or regulations in force; and

ARTICLE 9 (contd.)

(b) may attempt to obstruct an inspector in the discharge of his duties.

3. Inspectors shall submit regularly to the competent authority reports framed on uniform lines dealing with their work and its results.

ARTICLE 10.

1. The competent authority shall prepare an annual report.

2. The annual report shall be issued as soon as practicable after the end of the year to which it relates and shall be made readily available to all bodies and persons concerned.

3. Copies of the annual report shall be transmitted to the International Labour Office.

ARTICLE 11.

1. Courses of training for employment in the catering department of sea-going ships shall be organised either in approved schools or by means of other arrangements acceptable to both shipowners' and seafarers' organisations.

2. Facilities shall be provided for refresher courses to enable persons already trained to bring their knowledge and skill up to date.

ARTICLE 12.

1. The competent authority shall collect up-to-date information on nutrition and on methods of purchasing, storing, preserving, cooking and serving food, with special reference to the requirements of catering on board ship.

ARTICLE 12 (contd.)

2. This information shall be made available, free of charge or at reasonable cost, to manufacturers of and traders in ships' food supplies and equipment, ships' masters, stewards and cooks, and shipowners and seafarers and their organisations generally; appropriate forms of publicity, such as manuals, brochures, posters, charts, or advertisements in trade journals shall be used for this purpose.

3. The competent authority shall issue recommendations to avoid wastage of food, facilitate the maintenance of a proper standard of cleanliness, and ensure the maximum practicable convenience in working.

ARTICLE 13.

Any of the functions of the competent authority in respect of the certification of catering department staff and the collection and distribution of information may be discharged by delegating the work, or part of it, to a central organisation or authority exercising similar functions in respect of seafarers generally.

ARTICLE 14.

The formal ratifications of this Convention shall be communicated to the Director of the International Labour Office for registration.

ARTICLE 15.

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Director.

2. It shall come into force six months after the date on which there have been registered ratifications by nine of the following countries: United States of America, Argentine Republic, Australia, Belgium, Brazil, Canada, Chile, China, Denmark, Finland, France, United Kingdom of Great Britain and Northern Ireland, Greece, India, Ireland, Italy, Netherlands, Norway, Portugal, Poland, Sweden, Turkey and Yugoslavia, including at least five countries each of which has at least one million gross register tons of shipping. This provision is included for the purpose of facilitating and encouraging early ratification of the Convention by Member States.
3. Thereafter, this Convention shall come into force for any Member six months after the date on which its ratification has been registered.

ARTICLE 18.

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention comes into force, by an Act communicated to the Director of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.
2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

ARTICLE 17.

1. The Director of the International Labour Office shall notify all the Members of the International Labour Organisation of the registration of all ratifications and denunciations communicated to him by the Members of the Organisation.

2. When notifying the Members of the Organisation of the registration of the last of the ratifications required to bring the Convention into force, the Director shall draw the attention of the Members of the Organisation to the date upon which the Convention will come into force.

ARTICLE 18.

The Director of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications and acts of denunciation registered by him in accordance with the provisions of the preceding Articles.

ARTICLE 19.

At the expiration of each period of ten years after the coming into force of this Convention, the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

ARTICLE 20.

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides -

ARTICLE 20 (contd.)

- (a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 16 above, if and when the new revising Convention shall have come into force;
- (b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This convention shall in any case remain in force in its actual form and content for those Members which have ratified it, but have not ratified the revising Convention.

ARTICLE 21.

The English and French versions of the text of this Convention are equally authoritative.

"CONVENTION CONCERNING THE CERTIFICATION
OF SHIPS' COOKS."

The General Conference of the International Labour Organisation,

Having been convened at Seattle by the Governing Body of the International Labour Office, and having met in its Twenty-Eighth Session on 6 June 1946, and
Having decided upon the adoption of certain proposals with regard to the certification of ships' cooks, which is included in the fourth item on the agenda of the Session, and

Having determined that these proposals shall take the form of an International Convention

adopts this 27th. day of June of the year one thousand, nine

hundred and forty-six, the following Convention which may be cited as the Certification of Ships' Cooks Convention 1946:

ARTICLE 1.

1. This Convention applies to sea-going vessels, whether publicly or privately owned, which are engaged in the transport of cargo or passengers for the purpose of trade and registered in a territory for which this Convention is in force.

2. National laws or regulations or, in the absence of such laws or regulations, collective agreements between employers and workers, shall determine the vessels or classes of vessels which are to be regarded as sea-going vessels for the purpose of this Convention.

ARTICLE 2.

For the purpose of this Convention the term "ship's cook" means the person directly responsible for the preparation of meals for the crew of the ship.

ARTICLE 3.

1. No person shall be engaged as ship's cook on board any vessel to which this Convention applies unless he holds a certificate of qualification as ship's cook granted in accordance with the provisions of the following articles.

2. Provided that the competent authority may grant exemptions from the provisions of this article if in its opinion there is an adequate supply of certificated ship's cooks.

ARTICLE 4.

1. The competent authority shall make arrangements for the holding of examinations and for the granting of certificates of qualification.

ARTICLE 4 (contd.)

2. No person shall be granted a certificate of qualification unless -

- (a) he has reached a minimum age to be prescribed by the competent authority;
- (b) he has served at sea for a minimum period to be prescribed by the competent authority ; and
- (c) he has passed an examination to be prescribed by the competent authority.

3. The prescribed examination shall provide a practical test of the candidate's ability to prepare meals; it shall also include a test of his knowledge of food values, the drawing up of varied and properly balanced menus, and the handling and storage of food on board ship.

4. The prescribed examination may be conducted and certificates granted either directly by the competent authority, or, subject to its control, by an approved school for the training of cooks or other approved body.

ARTICLE 5.

Article 3 of this Convention shall apply after the expiration of a period not exceeding three years from the date of entry into force of the Convention for the territory where the vessel is registered: Provided that, in the case of a seaman who has had a satisfactory record of two years' service as cook before the expiration of the aforesaid period, national laws or regulations may provide for the acceptance of a certificate of such service as equivalent to a certificate of qualification.

ARTICLE 6.

The competent authority may provide for the recognition of certificates of qualification issued in other territories.

ARTICLE 7.

The formal ratifications of this Convention shall be communicated to the Director of the International Labour Office for registration.

ARTICLE 8.

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Director.

2. It shall come into force six months after the date on which there have been registered ratifications by nine of the following countries: United States of America, Argentine Republic, Australia, Belgium, Brazil, Canada, Chile, China, Denmark, Finland, France, United Kingdom of Great Britain and Northern Ireland, Greece, India, Ireland, Italy, Netherlands, Norway, Poland, Portugal, Sweden, Turkey and Yugoslavia, including at least five countries each of which has at least one million gross register tons of shipping. This provision is included for the purpose of facilitating and encouraging early ratification of the Convention by Member States.

3. Thereafter this Convention shall come into force for any Member six months after the date on which its ratification has been registered.

ARTICLE 9.

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention comes into force, by an act communicated to the Director of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this article.

ARTICLE 10.

1. The Director of the International Labour Office shall notify all the Members of the International Labour Organisation of the registration of all ratifications and denunciations communicated to him by the Members of the Organisation.

2. When notifying the Members of the Organisation of the registration of the last of the ratifications required to bring the Convention into force, the Director shall draw the attention of the Members of the Organisation to the date upon which the Convention will come into force.

ARTICLE 11.

The Director of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications and acts

ARTICLE 11 (contd.)

note/
of denunciation registered by him in accordance with the provisions of the preceding articles.

ARTICLE 12.

At the expiration of each period of ten years after the coming into force of this Convention, the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

ARTICLE 13.

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides -

- (a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 9 above, if and when the new revising Convention shall have come into force;
- (b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

ARTICLE 14.

The English and French versions of the text of this Convention are equally authoritative."

DISCUSSION AND RECOMMENDATIONS.

The arrangements for the preparation of food and the food which is available for Merchant Seamen have greatly improved from the days of the Spanish Armada. (8) The diet provided now shows a very much greater variation than that of earlier days and no longer is it necessary to have strict regulations regarding the provision of anti-scorbutics, the modern steam ship seldom being at sea continuously for over twenty-one days at one time. Thus the crew are enabled to go ashore, get fresh vegetables, fresh fruit and fresh milk at regular intervals. The provisions of the Merchant Shipping Act of 1906 (3), first with regard to the carrying of a certified cook and secondly with regard to the laying down of statutory food scales for ships, were very great steps towards the ideal, but although the food scale has been changed, no further legislation with regard to the certification of cooks has been passed. (16) The food scale of 1940 (3) shows definite improvement over that of 1906 but it is regretted that no provision is made for fresh fruits being supplied, nor tinned fruits. Otherwise the scale is very good. It should be noted, however, that on many ships there is no adequate means of refrigeration. Meat, butter and other such perishable goods are kept in a cold chamber with blocks of ice as the means of keeping the storage chamber cool. Nor is there a refrigerator in the galley. In the new Instructions as to the Survey of Masters' and Crew Spaces which deals specifically with ships' galleys, (25) and in the Convention concerning Food and Catering for Crews on Board Ships, adopted by the International Labour Office at Seattle in June of this year, no mention is made of

refrigerator space being available for the storage of food, either in bulk or in small quantities, within the ship's galley. This should be rectified.

As stated above, all British foreign going ships of 1,000 gross registered tons and over going to sea from any place in the British Islands or in the Continent of Europe between the River Elbe and Brest inclusive, were required to carry a duly certified cook, and as a result of the legislation of 1906 special Sea Training Schools throughout the country were established. The full course for the Cook's Certificate lasts three weeks. It is impossible to train any person in all the arts of cookery which are necessary for the provision of good food at sea in this time. It should be remembered that the type of galley, and the type of oven vary on practically every ship, that ships move quickly from one climate to another, and the foods available vary from port to port. Can a man be taught in three weeks, the use of the various types of stove, the food values of different types of food, the diets which should be served in the various climates, diets for the sick, confectionery, and the other various branches of the art of cookery which means so much when food is being served? He can not.

I think that the time has now come when the course for Ship's Cooks should be extended and the certificate issued be made worth while. The course should not be any less than four months, and should involve a study of dietetics, sick diets, diets to be provided in different climates, the use of different types of food and the art of confectionery. Provision should also be made for regular refresher courses in cookery and the diets to be provided, and the food to be provided should be under the supervision of the Port Health Authority.

SOCIAL SECURITY

FOR

SEAFARERS.

In this Section, which deals with Social Insurance for Seafarers, I propose to describe in some detail - (1) The specific arrangements, past and present, which have been made in this country for seamen; (2) To refer to the facilities for social security which are available to the community as a whole, including Merchant Seamen; and (3) to deal with the international efforts to secure social security for seafarers. (4) To make some suggestions for the future.

(1) The Specific Arrangements, Past and Present, which have been made in this Country for Seamen.

(a) Pension Schemes.

(23)

In the year 1695 an Act was passed which aimed at increasing the number of men adopting service with the King's Navy as a career. This Act, which provided for the erection of a hospital at Greenwich for disabled seamen and their wives and orphans, also made provision for Pensions for Merchant Seamen who had volunteered for service in His Majesty's Sea Service, or who were wounded while fighting alongside ships of His Majesty's Sea Service. Merchant Seamen were to receive the same benefits as men from His Majesty's Sea Service. Every member of His Majesty's Sea Service, together with those Merchant Seamen who were eligible for admission to this scheme, had to pay 6d. per month, excepting poor boys assigned to the sea. This act only provided for a very small section of the Merchant Service, and in order to provide "for the relief and support of maimed and disabled seamen and the wives and children of such as shall be killed, slain or drowned in the Merchant Service" an act, the Merchant Seamen's Fund Act, was passed in 1834. (27) Under Section 1 of this act, a body by the name of the "President

and the Governors for the relief and support of maimed and disabled seamen, and the wives and children of such as shall be killed, slain or drowned in the Merchant Service", was formed to receive funds and apply money for their relief. Some of the provisions of this Act may be quoted here.

Article 2 laid down that no wife whose husband died in the service was entitled to a pension unless her husband had contributed to the fund for a period of twenty-one years.

Also, under section 2 of this act, no seaman was entitled to a pension unless he had contributed for a period of five years to the fund.

Before a pension was granted, certificates signed by the Master, Mate or Surgeon, giving the cause of the incapacity, and certificates stating that the applicant was unfit, were necessary, together with a certificate from the Master, Mate or Surgeon, declaring that the man was fit for sea service when he joined the ship.

Under section 4 of the act, the President and five trustees were to meet weekly to decide claims and make grants to hospitals. The President could appoint trustees to act for him in various docks.

Under Section 5, owners, workmen from a ship, and Masters had to pay 2/- (two shillings) per month into the fund.

Under Section 6, seamen had to pay one shilling per month, and this shilling had to be deducted from the seaman's wages by the Master or the owners (Section 7).

Section 13 enabled the Masters or owners to pay their contributions half yearly.

Under section 26, if a seaman were maimed, hurt or taken sick in a port other than his home port, the trustees of the fund in that port had to take care of him until he was well enough to return to his home port, and the trustees at his home port were then to reimburse the trustees of the port at which he had taken sick for any expenditure incurred by them.

Under section 28, the trustees of the various ports were given power to give relief to Distressed British Seamen.

Section 30 laid down that the wages due to any dead seaman were to be given in trust to the trustees to deliver to the relatives, and if this was not claimed within three years the money was to pass to the trustees (section 31).

Section 32 laid down that five per cent. of the total funds collected in the Port of London were to be set aside for the provision of a hospital, lodging and convalescent home for seamen in that port.

Under section 33, the running expenses of the fund were to be limited to five per cent. of the total funds.

(28)
The scheme was a failure. In 1847 a Royal Commission was appointed "to enquire into the condition, progress and management of the Merchant Seamen's Fund, and to report to Her Majesty." The Commission reported that "they were unable to hold out any hope that a continued adherence to the present system, or any partial amendment to it, would secure to the worn out Merchant Seamen that just and adequate relief which is necessary." The report went on to say that the fund did not receive all that was due to it, and that there was no uniformity of pensions at the various ports. Some of the capital of the fund had been invested in

securities and these investments were not authorised by law. The principle on which pensions were granted was not equitable towards contributors, in as much as the contributors were required by law to contribute equally but the pensions they received were unequal. Each seaman was required to get his pension from the port where he paid his subscriptions, but this port might be failing and no pension funds were available. For example, the pensions granted for the year 1841 totalled Forty One Thousand, One Hundred, and Fifty four pounds. In 1846 they totalled Fifty Five Thousand, Two Hundred and Fifty seven pounds, while duties rose from Fifty One Thousand, Five Hundred, and Eighty seven pounds to Fifty Six Thousand Five Hundred and Ninety seven pounds, and interest from Six Thousand, Eight Hundred, and Thirty five pounds to Six Thousand, Nine Hundred and Ten pounds. The increase in pensions granted was Fourteen Thousand, One Hundred and Three Pounds, but the charge only rose by Five Thousand, One Hundred and Eighty five pounds. "From 31st. December 1837 to 31st. December 1846 pensions increased from Twenty Eight Thousand, Nine Hundred and Twelve Pounds to the sum mentioned above - Fifty Five Thousand, Two Hundred and Fifty Seven Pounds. The present value of these pensions having been at the first date Two Hundred and Sixty Four Thousand, Eight Hundred and Fifty Eight Pounds, had increased at the latter date to Five Hundred and Six Thousand, Five Hundred and Eighty Six Pounds while after deducting, in each case from these sums, the amount of invested capital, the balance against the fund was, at the former date One Hundred and Thirty One Thousand, Eight Hundred and Thirty Three Pounds, and at the latter date Three Hundred and Thirty Eight Thousand, Eight Hundred and Twenty Six Pounds.

Of the sum of Five Hundred and Six Thousand, Five Hundred and Eighty Six Pounds mentioned above as the present value of all the pensions in existence on 31st. December 1846, not less than Three Hundred and Fifty Four Thousand, Five Hundred and Forty Seven Pounds are to be placed at the account of the pensions granted to wives and orphans alone. From the balance above stated as existing against the fund in 1837 and 1846 respectively, are, however, to be deducted monies stated to be remaining as assets at the close of these years. These monies are, from the manner in which the account has been rendered, of somewhat uncertain amount, a portion having been apparently taken credit for under the heading of invested capital. Even these monies so stated to be in hand have diminished during the ten years ending 31st. December 1846, from Forty One Thousand, and Eighty Nine Pounds to Twenty Nine Thousand, Nine Hundred and Twenty Five Pounds and as, even if the whole of this sum were really in hand, and not less what had been taken credit for as invested capital, the balance against the fund would still exceed Three Hundred Thousand pounds on 31st. December 1846, and must since have been increased, it did not appear necessary to us to enter into more minute enquiries into this and other matters of account, it being obvious that such enquiries could have no practical result in varying our conclusions as to the solvency of the fund, and it being our intention to recommend to Her Majesty that enquiries of the most searching character, for the purpose of ascertaining and realising the assets of the fund, should be forthwith undertaken by the body to which this further administration may be confined". The enquiring committee went

on to condemn the voluntary system of contributions, and in place of the old system, suggested a levy of one shilling per ton, tonnage duty, to be placed on all vessels of the United Kingdom entering or clearing out of a port, and that this money should be paid by the owners, who in turn could collect fees paid by the Masters and Men, and that the owners should be allowed to keep these fees. This sum would then work out at about sixpence per ton. This fund was to be organised centrally, and the Corporation of Trinity House was to be the central agency for administering this fund, but Trinity House was not to decide the amount of the pensions granted. These were to be settled beforehand; a special scale being laid down. It was suggested that no seaman should be entitled to a pension for injury unless he had contributed for at least seven years, and the Committee suggested that pensions for widows and children should be abolished, but that a special fund should be set up to give relief to widows and orphans of Merchant Seamen. The enquiry revealed that in certain flourishing ports, a man might receive a pension of Thirteen Pounds per annum, while in a less wealthy port he might only receive Two Pounds per annum.

As a result of this enquiry, the Merchant Seamen's Fund Winding Up Act was passed in 1851. (29)

Merchant Seamen's Fund Winding Up Act.

In 1851 the funds were partly in the hands of a Corporation in London, partly in the hands of various bodies in out-ports, each with separate funds and separate rules. The fund was supported by contributions levied compulsorily on all seamen while they were employed, and some of the funds had in addition invested capitals of varying amounts. The liabilities

of the fund were of two classes - (1) Pensions already granted and which frequently, on the death of the seaman, increased due to the widow and children making claims upon the fund; (2) inchoate claims arising from the contributions of the seamen then in the service. These liabilities greatly exceeded the capital. (30) The Government, in the Winding Up of the fund, undertook to meet the liabilities specified by the Act, and were empowered to collect all assets. The deficiency was to be met out of the consolidation fund, provision being made that not more than half of the expenditure for the year came from this latter source. The liabilities were determined thus - All pensions existing at the passing of the Act were to be paid in full. Those seamen who had been contributors before the passing of the act of 1851, were to be allowed to continue to contribute and so under certain conditions they could establish a claim to relief. The act stopped the compulsory levies upon seamen and discontinued the practice of giving temporary relief to sick and distressed seamen.

Under section 42, all seamen who had paid into the fund for a period of over five years were eligible for a pension, but if a seaman failed to contribute for a period of over three consecutive years he was no longer eligible. Under section 46, pensions to Masters were to be double those of seamen.

The Act laid down a scheme for the management of the fund until it was finally wound up, and pensions were given to seamen, or the widows or children, if the seaman had paid for sixty months continuously.

Thus, the first real attempt at providing pensions for Merchant Seamen came to naught. Following the failure of the

first scheme, several attempts were made to re-establish a pension fund for Merchant Seamen. Captain Sullivan, in his evidence to the Select Committee on Merchant Shipping in 1860, (31) expressed most strongly in favour of the setting up of a Merchant Seamen's Fund. He stated that if the fund were put on a legal basis the men would not object to paying a shilling per month provided they knew that they would get a pension and that they would not be robbed as they had been under the previous fund. Captain Sproule (32) advocated setting up a fund and he suggested that so much per month should be paid out of men's wages, and that all fines imposed by Masters on Merchant Seamen, and unclaimed wages, should go to augment the fund. He also suggested the setting up of an asylum for aged seamen, this asylum to be financed out of contributions from the active members of the Merchant Service. Little, however, came of these two suggestions and for many years there was no government provision for aged seamen, but there were numerous voluntary organisations which undertook the care of such aged and impecunious seamen.

The second attempt to establish a pension fund for aged seamen has met with much more success, the Seamen's Pension Fund, as it is now known, being established under section 48 of the National Insurance Act of 1911. (33)

Under section 48 of the National Insurance Act of 1911, a seaman serving on a British ship who is neither domiciled nor has a place of residence in the United Kingdom is not deemed to be employed within the meaning of Part I of the Act, and is consequently excepted from the payment of health insurance contributions, and is not entitled to receive any benefits under

the act. The employer of such a seaman, however, is required to pay the employer's share of the contribution unless the ship is engaged in regular trade on foreign stations. Section 48 provides that all contributions paid by the shipowners in respect of seamen domiciled abroad should be credited to the Seamen's National Insurance Society, and that the Management Committee of the Society should, with the approval of the Board of Trade and the National Health Insurance Commissioners, prepare a scheme of benefits, including pensions for seamen with long sea service, payable out of the fund derived from these contributions. The payment of pensions or superannuation allowances was not to be confined to members of the Seamen's National Insurance Society, but they were also to be granted to seamen who were members of other approved societies. The scheme did not come into operation at that time owing to various economic and actuarial difficulties, and the outbreak of the First World War. The fund was discussed by the Departmental Committee on Approved Society Finance and Administration, which sat in 1916 ⁽³⁴⁾, and as a result the Departmental Committee recommended that the fund should be placed under the control of a committee composed of representatives of shipowners and of such societies as had large numbers of mercantile marine members. As a result of the Committee's recommendation, section 27 (1) (c) of the National Health Insurance Act of 1918 ⁽³⁵⁾ provided that the fund was to be vested in trustees and managed by a governing body, constituted in accordance with a scheme to be prepared by the National Health Insurance Joint Committee, in consultation with the Board of Trade. It was also enacted

that the governing body should prepare a scheme for the provision of such benefits for Masters and Seamen, being members of approved societies, as were specified in the scheme, and giving preference to Masters and seamen who had served on foreign-going ships. The governing body assumed office in 1920, and at that time the accumulated money transferred to the fund amounted to one hundred and thirty-nine thousand pounds, and the average income from contributions and interest on investments was then estimated to be between twenty five and thirty thousand pounds per year. In addition, the fund was entitled to be repaid from the National Exchequer two ninths of the cost of benefits distributed, and to a share of the proceeds of unclaimed contributions paid in respect of domiciled seamen. (36)

The governing body proposed to the National Health Insurance Joint Committee and the Board of Trade a scheme to provide a limited number of pensions only from the age of sixty-five until the pensioner qualified for the old-age pension at seventy, and the awards were to be made to applicants with the longest sea service.

Certain other provisions were made, the most important of which was that the applicant's income was to be less than two pounds per week, but government pensions and superannuation allowances received from any fund to which the applicant had regularly contributed, were not to be taken into account. (36)

In 1922 (37) by a special order from the Ministry of Labour, contributions paid by the shipowners in respect of non-domiciled seamen, under section 39 of the Insurance Act of 1920 (38) were to be credited to the fund. This

substantially increased the income of the fund, so much so that the National Health Insurance Joint Committee and the Board of Trade agreed that the governing body was to be empowered to grant subscriptions or donations up to five hundred pounds per annum to hospitals, dispensaries or sanatoria, making provision solely for seamen. (35)

(39) In 1926 the Widows, Orphans and Old Age Contributory Pensions Act came into operation and provided a set pension of ten shillings per week for every person who had attained the age of sixty-five, and who had fulfilled certain conditions. The governing body at that time reconsidered their scheme and approval was given by the National Health Insurance Joint Committee and the Board of Trade to a scheme whereby all pensions were made available for life from the age of sixty-five instead of being limited to the years between sixty-five and seventy. The pension was fixed at five shillings per week, but where the seaman was not eligible for a pension under the Widows, Orphans and Old Age contributory Pensions Act, his pension was increased to ten shillings per week until he reached the age of seventy, when it was again reduced to five shillings a week, on his becoming eligible for the old-age pension. (36)

(40) The number of pensioners has grown steadily, and certain alterations have been made in the method of assessing pensions, in order to meet the changing increased cost of living. The amount of money an unmarried pensioner may now receive per week without suspension or withdrawal of the pension, is two pounds ten shillings. (41) The governing body have also been given permission to give grants up to six thousand pounds

per annum to dispensaries or hospitals or sanatoria, which
(42)
are available to, and make provision solely for seamen .

Commencing on the 1st. April, 1945, the governing body
decided to increase, by two shillings and six pence per week,
the pensions of pensioners who proved that they had served at
sea for not less than twenty-four years on foreign-going ships. (43)

Merchant Seamen's Pension Schemes in Operation during the
War of 1914 - 1918.

At the commencement of the 1914 to 1918 war, shipowners
were of the opinion that claims for loss of life or personal
injury through enemy action were covered by workmen's
compensation . (44) In 1915, however, the government entered into
an agreement with War Risk Clubs, under which the clubs
covered these cases out of premiums charged for insurance of
the hulls. (45) (46) In February 1916 the government decided that
where a seaman was killed by enemy action, compensation should
be paid in accordance with the scale laid down for fleet
auxiliaries . (47) This arrangement was not meant to relieve the
shipowners of their responsibilities under the Workmen's
Compensation Act , (48) but all compensation payable under the
Act was to be deducted from the grants payable under the
Admiralty scheme . (48) There were certain difficulties, however,
(46) in the administration of the scheme . Under the Admiralty
scheme only periodical pensions and allowances were payable,
while under workmen's compensation there were allowances in
the form of a lump sum to the dependants of a deceased person,
and periodical allowances for injury. Again, under the
(48) Workmen's Compensation Act , the lump sum payable to the
relatives of the deceased is paid into court and applied as

the judge of the court thinks best. But this was not the case with regard to the scheme laid down for fleet auxiliaries. Other difficulties were that some Merchant Navy ships were requisitioned by the state, and only in these cases did the state assume responsibility under the Workmen's Compensation Acts if a Merchant Seaman was injured by enemy action. The seamen and their dependants looked upon the Admiralty scale as the correct scale for pensions and allowances and it was found impossible to insist that they should first exhaust their rights, if any, against the shipowners under the Workmen's Compensation Acts.

The solution to the problem was found by placing the administration of compensation under both the Workmen's Compensation Acts and the Admiralty Scale on the one hand, and to provide for payment of compensation out of a common fund. The scheme between the government and the War Risk Clubs was administered on behalf of the state by the War Risk Clubs and the shipowners, under the supervision of the Board of Trade. The Clubs assessed and paid compensation under the Workmen's Compensation Acts and the Admiralty Scale for Fleet Auxiliaries. All sums so paid were:-

(1) Charged upon the premium income of the Clubs as if they were a King's enemy losses on a hull;

(2) If the ship was, at the time of the casualty, at the risk of the Admiralty as to war perils then the payments were charged against re-insurance premiums receivable by the government; but

(3) In the case of all other ships the payments were charged against both the original and re-insurance premiums.

The result was that the whole of the compensation payable in respect of ships entered in the Clubs, whether trading or requisitioned was provided out of premiums charged for hull insurance, whilst in the case of trading ships, if the premiums proved insufficient to cover payments, then twenty per cent. of the deficiency had to be made good by a call on the members of the club. At the end of the War the scheme was taken over by the Board of Trade. The War Risk Clubs paid twenty per cent. of the capitalised value of the pensions and allowances then current which had been awarded to seamen serving on trading ships, but not on requisitioned ships.

There were many claims arising in connection with vessels not entered in the Clubs, (coasters, pilot ships, etc.). The Admiralty Scale was applied in these cases, but the shipowner was held, as far as possible, to his responsibilities under the Workmen's Compensation Act.

Some ten thousand cases were dealt with (a mother and children being treated as one case), in respect of which about one million, two hundred and fifty thousand pounds was paid out under the Workmen's Compensation Act, and there were granted pensions and allowances of the capital value of seven million pounds. The cost of administering the scheme (44) throughout the war was borne by the War Risk Clubs.

After the end of the 1914 to 1918 war, several of the larger shipping companies introduced superannuation (49) schemes for their employees, but a great number of the (50) smaller shipping companies did not, and consequently

many seafarers who would gladly have contributed to such a scheme were deprived of the benefits of superannuation.

(51)

In 1937 the National Maritime Board set out a Pension Fund for Merchant Navy Officers, and this fund was registered under the Superannuation and Other Trust Funds (Validation)

(52)

Act 1927. The benefits of the fund are:-

"(a) Pension Benefit - A pension will be normally granted on retirement at age of 65, and payable during the remainder of the member's lifetime but guaranteed for the first five years whether the member survives that period or not. At the option of the member, a reduced pension will be granted on retirement between the ages of 60 and 65, and in special cases may be granted on retirement under the age of 60. The amount of pension earned in any year will be calculated according to the table in the Rules, which shows the amount provided by each one pound of joint contributions paid by the member and by the owners on his behalf according to the member's attained age during the calendar year in which such contributions were paid. The total amount available at age 65 will therefore depend upon the contributions received by the fund on the Officer's behalf during the whole period of service in the Merchant Navy after 1st. January, 1938. No provision is made for service prior to that date. If a member continues in service after attaining age 65 or again obtains service in the Merchant Navy after reaching that age, his pension will be suspended so long as he is employed in the Merchant Navy, and he will not be entitled to a larger pension than that receivable by him on attaining age 65. (Except serving Officers who have been permitted to continue

contributing to the Fund during the present war after attaining age 65; these will receive increased benefits.)

(b) Death Benefits - A return of the Officer's own contributions accumulated at $2\frac{1}{2}$ per cent. compound interest will be allowed on death, with a minimum return of One Hundred Pounds if the Officer has paid contributions for at least one year and has also contributed to the Fund within one year of his death. (The Committee of Management, on the advice of the Actuary, has exercised its power to suspend the One Hundred Pound minimum in the present war, but the Committee has discretion to pay the minimum benefit in the case of any death unconnected with the state of war).

To enable the provision of this guaranteed minimum benefit, the first Three Pounds of the joint contributions paid to the Fund will not be included in the calculation of earned pension rights.

(c) Withdrawal Benefit - At the end of a period of five years after an Officer has definitely ceased to be employed in the Merchant Navy he can claim the return of his own contributions with compound interest at $2\frac{1}{2}$ per cent. per annum, as above, or, alternatively, he may be granted a deferred pension purchased by the amount of his own and his employer's contributions if such pension would amount to not less than Twenty Six Pounds per annum."

The contributions are - "Nine pence is deducted from every pound of pay received (fractions of one pound to be charged as one penny for each complete Two shillings and six pence), as the Officer's contribution to the Fund; a similar sum being paid over by the employer on his behalf." When

this scheme was introduced the Officers' pay was increased by the amount of their contributions, which means, in fact, that the shipowners bear the whole cost of the scheme.

(51)
The National Maritime Board also agreed in 1937 that any private pension scheme or provident fund which is so constituted as to be a private scheme within the meaning of the Trust Deed, and which is not registered under the Superannuation and other Trust Deed (Validation) Act, 1937, shall be certified as one which it is desired by the National Maritime Board shall come within the provisions of the Merchant Shipping (Superannuation Contributions) Act 1937. (53)
Section 2 of this act states - "This act shall apply to the benefit known as the Merchant Navy Officers' Pension Fund, registered under the Superannuation and other Trust Funds (Validation) Act of 1937, and shall apply to:-

(a) Any other fund registered under the Superannuation and other Trust Funds (Validation) Act 1937, being a fund the main purpose of which is the provision of superannuation allowances on retirement;

(b) Any other fund the main purpose of which is the provision of benefits for seamen on retirement, if notice in writing has been given to the Board of Trade by an organisation appearing to the Board to be representative of the shipowners and seamen, of their desire that the fund should be within the application of this Act as from the date on which such notice has been given, unless and until it has been withdrawn by further notice in writing given to the Board of Trade by that organisation, or that organisation has ceased, in the opinion of the Board, to be representative as aforesaid."

This scheme operated well, and was in operation when the Second World War commenced in 1939. To meet the contingencies which arose, there was passed, in 1939, the Pensions (Navy, Army, Air Force and Mercantile Marine) Act,⁵⁴ which granted pensions to members of the Mercantile Marine who were killed or disabled owing to war injuries, war risk injuries or detention by the enemy. This act was amended by the Pensions (Mercantile Marine) Act of 1942.⁵⁵ The War Pensions (Mercantile Marine) Scheme of 1944⁵⁶ was made under the above mentioned acts and superceded the War Pensions and Detention Allowances (Mercantile Marine etc.) Scheme of 1941,⁵⁷ and the War Pensions and Detention Allowances (Amendment) Scheme of 1942.⁵⁸ The War Pensions (Mercantile Marine) Scheme of 1944 was amended by the War Pensions (Mercantile Marine Scheme, etc.) (Amendment) Order,⁵⁹ 1944. This scheme awarded pensions to mariners and defined the conditions necessary in order that a claim could be made for a pension. For example, in the case of a mariner, the injury or detention must have occurred in the following circumstances:-

- (a) In the service of a sea-going British ship;
- (b) in the service of a sea-going ship in the British Islands as a member of a relief crew, provided that he was normally employed as a mariner;
- (c) outside the British Islands, on leave from a British ship which was at a port overseas;
- (d) at a manning pool abroad, or at some other place abroad, in accordance with arrangements made by, or on behalf of, the Ministry of War Transport for having persons available for employment as mariners;

- (e) at a place except on land in the British Islands, in the course of proceeding to or returning from employment on a British Ship, or to or from a manning pool abroad; or,
- (f) waiting at any place abroad to start or continue an outward or homeward journey to or from a British ship or manning pool, having been delayed by sickness or some other cause outside his control.

In the definition of "war injury", it is stated in the scheme that this means physical injury caused by enemy attack, or repelling an enemy attack or an imagined enemy attack, and a "war risk injury" is a physical injury resulting from substantially increased risks resulting from war conditions of various kinds. Physical injury includes tuberculosis and any other organic disease and the aggravation thereof.

For the purpose of the scheme a table of equivalent ranks was drawn up, and this takes into account the position held by the mariner at the date of injury, and the type of vessel on which he was employed, but where there is no equivalent rank, the Minister is given powers to create such a rank as he thinks proper. Where the injury results in death, a pension can be paid to the following:-

- (1) A widow;
- (2) A widow who is separated;
- (3) An unmarried dependant who was living with the deceased person as his wife;
- (4) Children;
- (5) Parents or foster parents;

- (6) Other dependants, such as grand-parents, step-parents, brothers, sisters, half-brothers and half-sisters;
- (7) A widower of a woman mariner.

The scheme also lays down certain provisions governing the grants, and lays down the rates of pensions to be awarded in the various circumstances. For instance, there are special temporary allowances where death occurs within twenty-six weeks of the date on which the injury was sustained. A widow may be given a special temporary allowance at the rate of fifty shillings per week for ten weeks from the day following her husband's death. There is, too, provision made for rent allowances. A widow may receive, in addition to her pension, a special rent allowance which is not dependent upon the widow's means. Education allowances may be granted in respect of children over five years of age, and the maximum payable per year is to be eighty pounds in respect of each child. Where a mariner is reported to be missing or his vessel is missing, the same dependants as mentioned above will receive benefits as for death until such time as the position is clarified. Should it be proved that the vessel was lost through marine causes, the grants to the mariner's dependants will be recoverable from any sums due under the Workmen's Compensation Acts. (80) Where there is disablement, the disablement is expressed in terms of a percentage; 100 per cent. representing total disablement, which is the maximum assessment. To meet the special position of mariners during the initial period of disablement, i.e. the period of twenty-six weeks beginning with the date

on which the injury was sustained, or the end of the detention, where the disablement is due to detention, the disablement may be deemed to be 100 per cent, while it renders the person incapable of work as a mariner and necessitates treatment. Family allowances are also granted and the allowances are based on the degree of the mariner's disablement. Educational grants may also be given. The scheme also makes provision for:-

(a) Seriously Disabled Pensioners who are Unemployed:-

Where a pensioner is unemployed through serious injury his pension may be supplemented by an additional grant of ten shillings per week, and allowances paid to his wife even if the marriage took place after the date of the injury causing disablement. Any children of the marriage, subject to the approval of the Minister of Pensions, may qualify for the extended allowances and educational allowances.

(b) Ship-wrecked Pay and Ship-wrecked Leave:- Where a

mariner is discharged abroad through a war injury or a war risk injury he is to be regarded as being ship-wrecked, and he receives ship-wreck pay (basic wages plus war risk money) until his return to the United Kingdom or other proper return port. He is then given ship-wreck leave in addition to any ordinary leave to which he may be entitled, but during the period in which he is receiving ship-wreck pay or ship-wreck leave he is not eligible for a pension under the scheme.

(c) National Health and Pensions Insurance:- Where an

insured person is receiving disablement benefit or allowances he is not entitled to sickness or disablement benefit under

the National Health Insurance Acts for that disablement for a period of twenty-six weeks from the beginning of the week in which he sustained the war injury, war risk injury or disablement due to detention. (61) Benefit, however, may be claimed during this period where the incapacity for work is not due to the pensioned disablement. After twenty-six weeks, sickness and disablement benefit may be reduced or suspended, but where a person has resumed insurable employment during twenty-six weeks and twenty-six contributions have been paid in respect of him, he becomes entitled to full sickness benefit, and similarly, a person will become entitled to full disablement benefit when he has been employed during one hundred and four weeks, and one hundred and four contributions have been paid.

(A) Provision of Medical Treatment, Artificial Limbs and

Appliances:- Merchant Seamen receive treatment at the expense of the state, under the Emergency Medical Services Scheme, and artificial limbs, eyes and surgical appliances, etc. are provided where necessary. During his period of treatment he receives an allowance for himself and the eligible members of his family, but while he is in hospital a deduction is made from the allowance for his maintenance in hospital.

(B) Detention Allowances:- Where a person is detained by the enemy he is credited with an amount equal to his basic wages, and arrangements are made whereby a certain amount of money is accumulated for his return home. During his detention his contributions to the National Health Insurance and Unemployment Insurance are made at no cost

to the sailor.

(2) Disabled Merchant Service Personnel:- Where Merchant Seamen, through injury, are unable to follow their profession, arrangements have been made, with the support of the shipowners' organisations, to assist them in every way to take up new employment, and financial arrangements have been made to enable the men to take training courses for this purpose.

(62)
In 1944 the Government passed the Disabled Persons (Employment) Act, which was an act "to make further and better provision for enabling persons handicapped by disablement to secure employment or work on their own account". Provision was made for vocational training and industrial rehabilitation courses at the expense of the government, and the Minister of Pensions was given powers to make payments or defray, or contribute towards, the expenses incurred by persons attending vocational training courses and industrial rehabilitation courses. Section 9 (a) of the act places an obligation on employers to employ a percentage of registered disabled persons among their staff.

Under the Disabled Persons (Standard Percentage) Order 1945 (63) a standard percentage of 2 per cent. was specified by the Minister of Labour and National Service, but by the Disabled Persons (Special Percentage) (Number 1) Order, 1945 (64) this percentage was reduced in the case of crews of British ships to .1 per cent. The Disabled Persons (Standard Percentage) Order was amended by the Disabled Persons (Employment) Standard Percentage Order (65)

which raised the standard percentage to 3 per cent.

(b) Repatriation.

(11)

In the General Merchant Shipping Act of 1844, section 17 laid down that if a ship was sold overseas or lost, the seamen were to be sent home at the expense of the owner, but a seaman was only to be paid up until the time the ship was either sold or lost. The seaman could be offered alternative employment on board another British ship homeward bound. Section 46 of the same act laid down that no Merchant Seaman was to be discharged abroad, or abandoned in a foreign port without the consent of the consul, and if any Merchant Seaman were left behind, proof as to the reasons why he was left behind must be produced by the owner, and this certificate giving the reasons why the seaman was left behind had to be signed by the consul, (Section 48). Under Section 212 of the

(12)

Merchant Shipping Act of 1854, Masters of British ships had to take Distressed British Seamen on board, and under section 213 the Board of Trade might sue the company to which the original ship belonged for the sum necessary to bring the Distressed British Seaman home, and for his upkeep while on board. Under

(14)

section 191 of the Merchant Shipping Act of 1894, any Distressed British Seaman had to be taken care of by the British Consul in any foreign port, or by any other authorised officer or merchant in the port, and he had to be provided with maintenance until a passage home could be procured. Under section 193 of the act, any expenses incurred by any consular officer, or authorised officer or merchant, was recoverable from the ship to which such Distressed seamen belonged.

Expenses were to include the wages due to the seaman.

Under section 32 (1) of the Merchant Shipping Act of 1906 (3), it was laid down that where a seaman was discharged in a foreign port he was to be brought back to a proper return port, and under section 47 of the same act, it was laid down that the decision as to what was the proper return port was to be made by the proper authority (the British Consul, two British merchants resident in or near the place, or one British merchant a Superintendent of the Board of Trade, the Chief Officer of Customs, the Governor of any British possession or any person acting under his authority), and in deciding any question under this provision, the authority was to have regard both to the convenience of the seaman and to the expense involved.

It should be noted, however, that a seaman is not entitled to any wages from the time at which he left the vessel until he is repatriated. The expense of providing the necessary surgical and medical advice and attendance, and medicines, and also the expenses of maintenance of the Master or seaman until he is cured or dies, or is returned to a proper return port, and of his conveyance to the port and, in the case of death, the expense, if any, of his burial, is defrayed by the owner of the ship without any deduction from the seaman's wages.

Under section 34 (1) of the Merchant Shipping Act of 1906 the obligation to pay for medical attendance for seamen was extended to cover any man who suffered from any illness, and under the Merchant Shipping Act of 1923 (66) any illness was to include venereal disease.

The fact that men who took sick and were disembarked in foreign ports no longer received wages often led to

hardships not only to the seamen concerned, but also to his family or dependants, but from 1st. January 1942⁽⁶⁷⁾ the shipowners agreed to make a special payment to sick or injured seamen discharged abroad on or after that date. The special payment was to apply to persons whose employment was terminated by reason of their being signed-off abroad owing to sickness or injury, and was to be at the rate of wages shown in the Seamen's Articles, but excluding the seafarers' war risk money. This payment was to be made for a maximum of twelve weeks. The following rules were also to be observed:-

- (a) "In vessels where the crew provide their own food there shall be a deduction at the appropriate National Maritime Board rates.
- (b) On and after 1st. July 1943, under the arrangements for providing advances of wages and spending money to seafarers discharged abroad, two shillings per day will be advanced and deducted from Special Payment. The dependants may apply to the Approved Society for benefit.
- (c) The Special Payment shall be taken into account in determining the amount, if any, of Workmen's Compensation due in lump sum settlements or fatal cases.
- (d) In the case of Officers, the owner or club concerned shall be entitled to recover from the Merchant Navy Reserve Pool any payment which but for this arrangement would have been paid to the officer under section 8 (c) of the War-Time Continuous Employment Agreement for Navigating and Engineering Officers.
- (e) The Special Payment shall not be made in case of illness

due to a seaman's wilful act or default or own misbehaviour (venereal disease excepted), or to sickness or injury due to enemy action.

(f) On return to the U.K. or other "proper return port", the seaman must report his return at once to the owner except where more than twelve weeks have elapsed or he has already been reported as fit by the "proper officer" abroad."

(c) Continuous Employment.

(66)

In 1941 the Minister of Labour and National Service made an order, the Essential Work (Merchant Navy) Order, which was amended in 1942. (66) This laid down that persons employed in the Merchant Navy could not leave their employment without the permission of a National Service Officer, nor could they be dismissed from their employment (except for serious misconduct) without the permission of a National Service Officer, and under this Order, seamen for whom no immediate employment in the industry could be obtained were kept on pay until further employment could be obtained for them and were entitled to reasonable leave. A scheme of Basic Pool Rates of pay was drawn up by the National Maritime Board and these insured that men awaiting a ship would not be in any financial difficulties. (67) For example, an A.B. at sea would receive Twelve Pounds per month, plus Two Pounds per month differential pay, and Ten Pounds per month war bonus - in all Twenty Four Pounds per month - while an A.B. on Basic Pool Rates would receive Three Pounds, Eight Shillings and Six Pence per week.

2. The Facilities for Social Security which are available to the Community as a whole, including Merchant Seamen.

(a) Workmen's Compensation.

The Employers' Liability Act of 1880 (70) did not apply to Merchant Seamen, and it was not clear whether the Workmen's Compensation Acts of 1897 (71) and 1900 (72) applied to them. (48)

The Act of 1906 extended the right to compensation to practically all employed persons and expressly included men of the Merchant Service. To obtain the benefits of the Act there were certain necessary qualifications. These were:-

1. There should be a contract of service between the workman and the employer.
2. There must be personal injury by accident; industrial diseases scheduled under the act were included as accidents.
3. The accident must arise out of or in the course of employment.
4. The injury must be such as disables the workmen for a period of at least one week from earning full wages.
5. Notice of the accident must be given as soon as practicable after the accident, and not later than six months from the occurrence, or in the case of death within six months from the time of death.
6. The injured workman must, if required, submit to a medical examination.

If the foregoing requirements were complied with the employer was liable, under the act, unless he could prove serious or wilful misconduct on the workman's part. When the injury resulted in death, the dependants received the

compensation. The compensation was for loss of wages only, and was based on the actual previous earnings.

Various other acts relating to Workmen's Compensation (73) have since been passed and the position at present is that all workmen whose remuneration does not exceed Four Hundred and Twenty Pounds per annum, are covered by the Acts. (74) Compensation becomes payable three days after the accident, but if the incapacity lasts for more than four weeks, payment is made for the first three days. If a workman is injured he gets a maximum of fifty per cent. of his earnings, but not more than Thirty Shillings per week, but if his total earnings are less than Thirty Shillings per week, then special provisions apply.

With regard to Merchant Seamen employed on a ship registered in the United Kingdom, they are covered by the Acts. Members of crews of fishing vessels, who in the earlier acts were excluded because they were partly remunerated by shares, are now, subject to any order of the Home Secretary, only excluded when they are solely or mainly so remunerated. Workmen's Compensation is not payable in respect of the period, during which the shipowner is liable, under the Merchant Shipping Act, to defray the expenses of maintaining the injured person, but any special payments made by the shipowner outside the country are taken into account in determining the amount of any lump sum settlement. In the case of death, there is a lump sum payment to dependant members of the deceased seaman's family and allowances in respect of children under fourteen years of age, or until sixteen if the children remain at school. (75) Widow

pensioners over 60 may have their pensions supplemented
(76)
if they are in need.

Claims - As a general rule the date of the seaman's discharge at the return port is the date for the commencement of the period for which compensation becomes payable.
(75) In assessing the compensation the arbitrator cannot consider either wages paid or any payments made under the Merchant Shipping Act. Under section 136 of the Merchant Shipping Act of 1894 a seaman when discharged and all his wages settled, is required to sign a release "of all claims in respect of the past voyage or engagement", and the release is declared to "operate as a mutual discharge and settlement of all demands between the parties thereto in respect of the past voyage or engagement." This does not effect claims which arise by reason of accidents during the voyage or engagement.

Under the new National Insurance (Industrial Injuries)
(77) Act of 1946, which has not yet come into operation, the rates of disablement pensions will be much higher than those at present paid under the Workmen's Compensation Acts, and many people at present excluded from workmen's compensation will be eligible for compensation for industrial injuries.

(b) National Health Insurance.

Prior to the passing of the Old Age Pensions Act
(78) of 1908 the only form of assistance generally available to supplement private resources in case of need was that
(79) afforded by the Poor Law.

The first National Insurance Act was passed in 1911,
(80) and came into operation in 1912. The scheme was on a

compulsory and contributory basis, the cost being shared between the worker, the employer and the State. The first act has been changed by several later acts, (80) but as it at present operates, National Health Insurance is available to nearly all employees in non-manual work whose remuneration does not exceed Four Hundred and Twenty Pounds per year, and (81) to all manual workers whatever their pay. The benefits provided under National Health Insurance are generally administered by Approved Societies but medical benefit is administered by Insurance Committees. The benefits are as follows:-

Medical.

Treatment and attendance by qualified doctors, and provision of adequate drugs and appliances.

Sickness and Disablement.

Sickness benefit is defined as periodical payments during incapacity for work caused by some specified disease or by bodily or mental disablement of which notice has been given.

Sickness benefit commences ordinarily on the fourth day of such incapacity and is payable for a period or periods not exceeding twenty-six weeks in all.

Disablement benefit is a continuation of benefit payments at a lower rate after the period of sickness benefit is exhausted.

The statutory rate of sickness benefit provided by the 1911 Act was Ten shillings per week for men, later increased to Fifteen Shillings, and since January 1942, the rate has been Eighteen Shillings. (74) Disablement benefit

until 1948 was half the rate for sickness benefit, since then, Ten Shillings and Six Pence. The scale of benefits payable to women is lower than for men; married women now receive less than spinsters and widows.

Maternity.

This benefit is paid to an insured woman or to the wife of an insured man, and is Two Pounds, but if both the man and the wife are insured it is Four Pounds. He or she must have paid forty-two contributions. (81)

Additional Benefits.

Any surplus certified by the Valuer to be "disposable" may be distributed by a Society in accordance with an approved scheme, to members duly qualified. (81) Benefits may be in cash additions to Sickness and Disablement or Maternity rates or in the form of grants towards the cost of treatment and appliances, such as dental and ophthalmic, which are the most popular.

Seamen.

No sickness or disablement benefit is payable for any period of incapacity during which the owner of the ship is liable to provide medical attendance and maintenance. Benefit is payable where the owner is liable for maintenance but is not liable to pay wages (e.g. when the man is ill in hospital abroad) if there are dependents. The owners' liability ceases as soon as the seaman has been landed at a return port, when benefits become payable under the Act. The period of incapacity during which the shipowner has been liable for maintenance and medical care outside the country of the ship, in respect of which no cash benefit was paid to

the dependants, does not count towards the period of twenty-six weeks for which full cash benefit is payable. (81)

Contributions.

Contributions are normally payable by means of stamps affixed to contribution cards issued for the purpose. A joint contribution is used for the purposes of National Health Insurance and of the Contributory Pensions Acts. No cards are, however, required for insured seamen on foreign-going voyages; contributions in these cases are paid in bulk by the shipowners to the Ministry. (81)

The rate of contributions in respect of persons engaged on "foreign-going" ships is less in respect of liability referred to above on owners. (81)

Benefits, except Medical and Treatment, may be suspended in consequence of arrears of contributions, but each member of an Approved Society is given an opportunity at the end of each contribution year to pay arrears if any. (82)

The scheme is administered by the Ministry of National Insurance (82) through Approved Societies. The worker's contribution is now Eleven Pence (mon) per week. Masters, seamen and apprentices to the sea service or sea fishing service, aged 16 to 65, who are domiciled or have their residence in the United Kingdom, and are employed on ships registered in the United Kingdom, or other British ships, are insured under the scheme. Members of crews of fishing vessels remunerated by share of profits or gross earnings are also included. (81)

Special arrangements have been made by the National Maritime Board for Officers or Ratings suffering from

(83) sickness or injury. Under this scheme, officers suffering from injury, other than war injury, or sickness will be continued on Reserve Pool Pay during periods of sickness up to a limit of two months in any twelve months, subject to satisfactory medical evidence. With regard to ratings, a special rate of Pool pay is made during ill health, (83) but only when it is such as would entitle him to National Health Insurance Sickness Benefit, assuming that his contributions were in order. The payment does not take the place of any National Health Insurance benefit and the seaman continues to make his own arrangements to draw this. The payment of Pool Sick Pay does not start until after fourteen days have elapsed from the date on which the rating reports sick. This Pool Sick Pay is payable for a maximum of eight weeks in any period of twelve months, and includes any period during which the rating is receiving special payment in respect of sickness or injury abroad. Examples of the rate of sick pay (83) are shown below : -

<u>Weekly Pool Pay.</u>					<u>Sick Pay after</u>		
					<u>first two weeks.</u>		
					£	s.	d.
Up to and including £2. 5. 0... ..						10.	0
Exceeding £2.5.0 but not exceeding £2.10. 0...					1.	2.	6
"	£2.10.0	"	"	"	25. 0. 0...	1.	10. 0
"	£3. 0.0	"	"	"	£3. 5. 0...	1.	15. 0
"	£3. 5.0	"	"	"	£3.12. 6...	2.	0. 0
"	£3.12.6	"	"	"	£4. 0. 0...	2.	5. 0
"	£4.0. 0	"	"	"	£4.10. 0...	2.	10. 0
"	£4.10.0	"	"	"	3.	2. 6

(c) Unemployment Insurance.

This was introduced by the National Insurance Act (33) of 1911 and covered a few selected trades. The number of people insured was some two and a quarter millions. The cost of the scheme was met by payments from the employer, the employee and the State. Since the introduction of the first Act many Acts have been passed to meet the various changes (84) in the economic state of the country.

During the war of 1914 to 1918, there was little unemployment and during the period of demobilisation, under (85) the Out of Work Donations Scheme, the system of Out of Work Donations was introduced and this saved heavy claims being made upon the unemployment fund. (86) The Act of 1920 brought practically every person employed in manual labour under the scheme, and also those non-manual workers earning not more than Two Hundred and Fifty Pounds per year. During the years 1920 to 1930, there was much unemployment in the country and several Acts were then passed to meet the (87) exigencies which arose. The device of uncovenanted, extended and transitional benefits were all introduced. These were designed to enable benefit to be paid at fixed rates to persons who, under normal conditions, would have been insured, but owing to the depression in trade had not enough contributions to their credit to entitle them to ordinary or standard benefits, or had exhausted their right to benefit. (88)

In 1934 the Unemployment Act was passed. It consisted of two sections - Part one dealing with Unemployment Insurance, and part two with Unemployment Assistance. Part two is cited as the Unemployment Assistance Act of 1934. The

Unemployment Insurance Act of 1935 was a consolidating act and repealed and replaced all earlier legislation on Unemployment Insurance and became the principal act.

Unemployment Insurance is now administered by the Minister of National Insurance ⁽⁹⁰⁾ and benefit is paid weekly to insured persons who furnish evidence of unemployment by attending at the local office of the Ministry of Labour, who act as agents for the Ministry of National Insurance.

The Unemployment Assistance Act of 1934 set up the Unemployment Assistance Board as a separate department. The Board was empowered to make payments to unemployed persons and their dependants, in accordance with a test of need, and the Act established the Unemployment Assistance Fund. The expenditure of the fund is almost entirely met by the Exchequer.

At present, practically all persons employed in manual labour, and non-manual workers earning not more than Four Hundred and Twenty Pounds per annum ⁽⁹¹⁾ come under the Unemployment Insurance Acts, and contributions are made on ⁽⁹¹⁾ the following scale :-

	<u>Employee.</u>	<u>State.</u>
Men aged 21 years and under 65...	10d.	10d.
Women aged 21 years and under 60..	9d.	9d.
Young men aged 18 - 21...	9d.	9d.
Young Women aged 18 - 21...	8d.	8d.
Boys aged 16 - 18....	5d.	5d.
Girls aged 16 - 18...	4½d.	4½d.
Boys and Girls under 16....	2d.	2d.

Contributions are normally payable by means of stamps

affixed to contribution cards issued for the purpose, but no cards are required for insured seamen on foreign-going ships, contributions being paid in bulk by the shipowners to the Ministry.

(92)

(91)

Benefit - Weekly rates of benefit are as follows:-

<u>Class of Employed Person.</u>	<u>Weekly Payments.</u>	
	s.	d.
Men aged 21 years and under 65.....	20.	0.
Women aged 21 years and under 60....	18.	0.
Young men aged 18 - 21.....	16.	0.
Young Women aged 18 - 21....	14.	0.
Boys aged 16 - 18.....	9.	0.
Girls aged 16 - 18....	7.	6.
Boys under 16.....	6.	0.
Girls under 16.....	5.	0.

The dependant benefits, which are payable only to persons who are receiving the ordinary benefit and can be received only on respect of one adult dependant at a time.

(93)

are:-

	<u>Weekly Payments.</u>	
	s.	d.
For an adult dependant.....	16.	0
For a dependant child.....	5.	0

(89)

Certain Rules Governing the Grant of Benefit .

1. Benefit is not payable until the claimant can begin what is known as a benefit year. This is a period of twelve months, within which the claimant may, subject to certain conditions, receive a certain amount of benefit.
2. To begin a benefit year the claimant must on a claim

for benefit satisfy the first statutory condition (see below). If in a previous benefit year he either exhausted his rights to general scheme benefit, or there is an additional condition which he must satisfy before he can begin a benefit year and qualify for benefit of the same kind, he must then show that since he exhausted his benefit rights he has had ten contributions of the same kind as the benefit he has exhausted.

3. When a benefit year has come to an end, a fresh benefit year begins only when the conditions set out above are satisfied, and once a benefit year has begun, it continues to run whether the kind of benefit to which the insured contributor is entitled changes or whether the insured contributor is entitled to unemployment benefit or not.

(89)

Statutory Conditions for Benefit .

1. That not less than thirty contributions have been paid in respect of him as an insured contributor in respect of the two years immediately preceding the date on which application for benefit is made. If during any period within the two years a person has been unfit for work by reason of sickness or has been in employment which is excepted from the Unemployment Insurance Scheme, the period of two years may be extended by the period of sickness or employment in excepted work, up to a maximum of four years.

2. That he has made application for benefit in the prescribed manner, and proves that since the date of the application he has been continuously unemployed. A period of continuous unemployment is not deemed to commence until the date on which the insured contributor makes application

in the prescribed manner.

3. That he is capable of and available for work.

4. That if required to attend at an authorised course of training or instruction he proves that he has duly attended or had good cause for not attending.

Duration of Benefit.

The first three days of each continuous period of unemployment are a waiting period for which no benefit is payable. . . Once a contributor has completed a waiting period, another period is not required so long as the unemployment is continuous. An insured contributor who is otherwise qualified for benefit may receive 156 days' benefit in his benefit year. He may receive additional days of benefit if at the beginning of his benefit year at least five insurance years have elapsed since he first became a contributor. The number of additional days of benefit is calculated on a ratio rule, which allows three days of benefit for every five contributions paid in respect of the five insurance years preceding the commencement of the benefit year, less one day of benefit for every ten days of benefit paid in respect of the benefit years ended in the last five insurance years. (89+93)

Merchant Seamen.

(89+94)

The following are insurable - the Master and any member of the crew of any ship registered in Great Britain, or of any other British ship or vessel (not being a ship registered in the Irish Free State or in Northern Ireland), of which the owner, or if there is more than one

owner, the managing owner or manager resides, or has his principal place of business, in Great Britain. Under section 98 of the 1935 Act, ⁽⁸⁹⁾ the Minister was given powers to make regulations (after consultation with the Board of Trade) modifying the provisions of the Act in their application to Masters, seamen and apprentices to the sea service and sea fishing service. The ⁽⁹²⁺⁹³⁾ regulations provide that persons who are neither domiciled nor have a place of residence in Great Britain or Northern Ireland shall be excluded from insurance; but the employer is required to pay his share of the contribution, unless they are employed on a ship engaged in regular trade on foreign stations, or unless they are 65 years of age or over. The employer's share of the contribution is credited to the Royal Seamen's Pension Fund.

(a) Old Age Pensions.

⁽⁷⁸⁾ The first act was passed in 1908 and provided pensions of Five Shillings per week for old people at the age of seventy, subject to a means test. The sum originally ⁽⁹⁵⁾ paid has been altered, and until October 1946 ⁽⁹⁶⁾ under the Non-Contributory Old Age Pension Act of 1936, a pensioner received Ten Shillings per week at the age of 70. ⁽⁹⁷⁺⁹⁸⁾ Supplementary allowances were also available.

(c) Widows', Orphans' and Old Age Contributory Pensions.

The first act dealing with Widows', Orphans' and Old Age Contributory Pensions was passed in 1925 ⁽³⁹⁾ and the scheme came into operation in 1926. There were several amendments to the scheme and until the passing of the ⁽⁹⁹⁾ National Insurance Act, the scheme in operation was

compulsory for all employed persons aged sixteen or over, who were compulsorily insured under the National Health Insurance Act (89). The purpose was to provide pensions at the age of sixty-five for insured men, and for the wives of insured persons at the age of sixty, for widows and for orphans. Contributions under the scheme were payable jointly with Health Insurance contributions and were in 1946 at the rate of One Shilling and Three Pence per week for men and Nine Pence Half-penny per week for women, of which the employer paid Seven Pence Half-penny in the case of men and Four Pence Half-penny in the case of women. (100)

Pensions were provided for widows, orphans and for old age. The widows' pension of Ten Shillings a week was payable to the wife of an insured man, with additional allowances for children under 14 years of age, or under 16 if still at school. The qualifying conditions were that the husband must have been insured at the date of his death, and that 104 weeks must have elapsed and 104 contributions had been paid since his last entry into insurance, and that if the husband has been insured for four years or more at the date of his death or of attaining the age of 65, he must have had a yearly average of at least twenty-six contributions paid or deemed to be paid for the last three contribution years. (100)

Orphans' Pensions.

These were pensions of Seven Shillings and Six Pence per week for children under the age of 14, or 16 if still at school, if both parents were dead. The qualifying conditions were the same as for a widows' pension. (100)

Old Age Pensions.

Old Age Pensions of Ten Shillings per week were payable from the age of 65 to insured men, and from the age of 60 to insured women, and the wives of insured men. (101) The qualifying conditions for these pensions were that the claimant must have been an insured person on reaching the age of 65 (60 if an insured woman), and had been insured for at least five years, that he had paid at least 104 contributions and that the number of contributions paid or deemed to be paid for the three contribution years immediately before reaching the date of title must have represented a yearly average of at least 39.

There was also provision for supplementary allowances where the pensions granted were insufficient to maintain the pensioner. (97 98)

The Contributory Pensions Scheme was administered by the Ministry of Health in England and the Department of Health for Scotland, and not through Approved Societies.

(f) Voluntary Insurance.

Until the operation of the National Insurance Act (99) any person who had been in employment which was subject to compulsory pensions insurance for at least two years and then ceased to be employed, could become a voluntary contributor for pensions. (89) This right was extended also to married women. The contribution rates were the same as for employed contributors. A man who had previously been insured compulsorily for Widows' or Orphans' pensions only, could ordinarily become a voluntary contributor for these pensions alone, and not for Old Age Pensions.

Under the Widows', Orphans' and Old Age Contributory Pensions (Voluntary Contributions) Act of 1937, (102) voluntary

insurance for pensions was extended to a large range of persons not covered by the main scheme and not qualified to become voluntary contributors by virtue of previous insurable employment. This extension applied to shop-keepers, individual traders, persons with moderate incomes and members of professions, and came into operation in 1938. The entrant had to be under the age of 40, and his total income had to be less than Four Hundred Pounds per annum, or Two Hundred and Fifty Pounds per year in the case of women. During the year 1938, persons were admitted up to the age of 55 and the rates of contribution, regardless of age, were One Shilling and Three Pence per week for men and Six Pence per week for women, but for entrants from 1939 onwards, the rates of contribution were graduated on a scale which rose according to the age at entry. Men could insure under the scheme for Widows' and Orphans' Pensions only, and the contribution was proportionately less. The qualifying conditions for pensions were:-

- (a) For widows and orphans pensions - 104 weeks of insurance and payment of 104 contributions.
- (b) For Old Age Pensions - 10 years insurance immediately before the age of 65, and payment of 260 contributions.

The scheme was administered in England by the Ministry of Health, and in Scotland by the Department of Health for Scotland.

(c) Pensions for the Blind.

The Blind persons Act of 1920 (103) provided pensions for people who were blind at the age of fifty, but the act has been amended by the Blind Persons Act of 1938 (104) which reduced the age at which blind persons receive their pension from fifty to

forty.

(h) National Insurance.

(99)

Under the National Insurance Act new rates of unemployment benefit, sickness benefit, retirement pension, widows' benefit, guardians' allowance, maternity benefit, and death grants will be paid. The scheme is compulsory and the cost is borne by contributions from the insured person, the employer and the State. The contributors under the new act are all persons, except as stated below, between the school leaving age and the pensionable age of 65 (men) and 60 (women); thereafter if retirement from work is deferred, the insured person's contribution is payable to an age not later than 70 (men) and 65 (women), but the employer's contribution in respect of an employee continues as long as the latter remains at work. Reduced contributions are payable under the age of 18. Regulations may permit married women, persons whose income is not over One Hundred and Four Pounds a year, and certain other classes, to remain insured.

The benefits under the Act will be available to the various classes of insured persons as follows:-

Employed Persons -	All benefits.
Self-employed Persons -	All benefits with the exception of unemployment benefit.
Non-employed Persons -	All benefits with the exception of unemployment and sickness benefits and maternity allowances; maternity grant and assistance allowances, are, however, provided.

During the discussion of the National Insurance Act in

Parliament, the Government intimated that, while the comprehensive scheme of national insurance for which the Act provides can not be brought into operation for a considerable time, it was the intention to raise, as from the first week in October 1946, the present rates of Old Age Pensions. (105) The increase would be designed to bring the rates and conditions for contributory pensions and the pensions of widows over 60 (including those of existing pensioners in Great Britain), as far as practicable, into conformity with the retirement pension provisions of the Act; for non-contributory pensions, the maximum rates would be raised correspondingly, and the means scales applicable to those pensions suitably extended. Under (106) the Increase of Contributory Pensions Regulations of 1946, effect was given to the Government's wishes, and Contributory Old Age Pensions are now payable to:-

(1) Men Aged 65 to 70, and Women aged 60 to 65.

The pension of Ten Shillings weekly which is now paid to an insured man of 65 years of age, and to a woman insured in her own right at 60 years of age, is increased to Twenty Six Shillings weekly, if the pensioner is retired from regular employment. The pension of Ten Shillings weekly, payable at the age of 60 years to a married woman, who is not separately insured, by reason of her husband's insurance, is increased to 16/- weekly when her husband becomes entitled to an increased pension, if she also is retired.

Notice of retirement from regular employment is required from applicants for the increased pensions who reach the pension age after 30th. September, 1946, and earnings after retirement will be taken into account to the extent that, if in

any week the earnings exceed Twenty Shillings, the pension for the following week will be reduced by one shilling for each complete shilling earned in excess of Twenty Shillings, but the amount is not to be reduced to below Ten Shillings.

(2) Men Over 70 and Women Over 65.

At 70 years of age for men, and 65 for women, retirement from regular employment will be assumed, and the earnings rule will cease to operate. The increased pension will then be payable without any reduction on account of earnings.

(3) Voluntary Contributors.

Pensioners who are at present in receipt of the full Old Age Pension of Ten Shillings weekly, based on voluntary insurance, and who become eligible after 30th. September 1946, will qualify for the increased rate of pension on the same footing as persons compulsorily insured. Such voluntary contributors, under the Act of 1937, are required to be insured for ten years before becoming entitled to Old Age Pensions.

(4) Non-contributory Old Age Pensions.

The maximum rate of non-contributory pensions (for which the qualifying age is 70 for both men and women in the case of sighted persons, and 40 in the case of blind persons), is raised, from 1st. October 1946 to TWENTY SIX SHILLINGS weekly, except for a married woman for whom the maximum is Sixteen Shillings weekly. A means test is applied before the pensions are given.

Under the same regulations, pensions are granted to:-

(1) Widows between 60 and 65 years.

The present pension is raised from Ten Shillings to

Twenty-six Shillings weekly, subject to the earnings rule, but no matter how much the person is earning the pension is not to be lowered to below Ten Shillings.

(2) Widows Over 65.

Widow pensioners aged 65 years or over on 30th. September 1946, in receipt of a standard pension of Ten Shillings weekly, now receive Twenty-six Shillings weekly without any reservation as to earnings.

(3) Widows of Voluntary Contributors.

Widows of voluntary contributors, unless only entitled to a modified pension, are treated on the same footing as the widow of a compulsorily insured person.

Other provisions are made for widows receiving modified pensions and widows under 60.

To meet the cost of the increase of pensions, the contributions under the National Health Insurance and Contributory Pensions Schemes are increased from 30th. September 1946. The rates for men and women are shown:-

Rates for Men.

	Pensions		Health & Pensions.		Total.
	Emp- loyer	Emp- loyee	Emp- loyer	Emp- loyee	
	s. d.	s. d.	s. d.	s. d.	s. d.
1. <u>Employed Contributor.</u>					
(a) 16 or 17... ..	1. 0½	1. 0½	1. 6	1. 6	3. 0
(b) 18 to pensionable age	1. 6½	1. 6½	2. 0	2. 0	4. 0
(c) after pensionable age..	2. 0	-	2. 0	-	2. 0
2. <u>Exempt Person.</u>	1. 6½	5½	2. 0	5½	2. 5½
3. <u>Voluntary Contributor.</u>					
over					

Rates for Men (contd.)

	Pensions.		Health & Pensions.		
	Emp- loyer.	Emp- loyee.	Emp- loyer.	Emp- loyee.	Total
	s. d.	s. d.	s. d.	s. d.	s. d.
3. <u>Voluntary Contributor</u>					
(contributions payable up to pensionable age)...					
(i) all pensions...	-	-	-	-	3. 1
(ii) Widows' and orphans' pensions only.....	-	-	-	-	1. 1
(iii) combined health and pensions... ..	-	-	-	-	4. 0 ¹ / ₂
4. <u>Mercantile Marine</u>					
(Foreign-going).					
(a) 16 or 17... ..	1. 0 ¹ / ₂	1. 0 ¹ / ₂	1. 3	1. 6	2. 9
(b) 18 to pensionable age..	1. 6 ¹ / ₂	1. 6 ¹ / ₂	1. 9	2. 0	3. 9
(c) after pensionable age..	1. 9	-	1. 9	-	1. 9
(d) exempt person... ..	1. 6 ¹ / ₂	5 ¹ / ₂	1. 9	5 ¹ / ₂	3. 2 ¹ / ₂
5. <u>Exempted Person.</u>					
(a) insured for all pensions					
(i) 16 or 17... ..	1. 0 ¹ / ₂	1. 0 ¹ / ₂	2. 0 ¹ / ₂	1. 0 ¹ / ₂	3. 1
(ii) 18 to pensionable age	1. 6 ¹ / ₂	1. 6 ¹ / ₂	1. 6 ¹ / ₂	1. 6 ¹ / ₂	3. 1
(b) insured for widows' and orphans' pensions only.					
(i) 16 or 17... ..	4 ¹ / ₂	4 ¹ / ₂	4 ¹ / ₂	4 ¹ / ₂	9
(ii) 18 to pensionable age.	6 ¹ / ₂	6 ¹ / ₂	6 ¹ / ₂	6 ¹ / ₂	1. 1

¹/₂This rate is three pence less where income exceeds Four Hundred

and Twenty Pounds per annum.

Note: Contributions for health insurance, including those for juvenile contributors, remain unaltered.

Rates for Women.

	Pensions.		Health & Pensions		
	Emp- loyer	Emp- loyee	Emp- loyer	Emp- loyee	Total.
	s. d.	s. d.	s. d.	s. d.	s. d.
1. <u>Employed Contributor.</u>					
(a) 16 or 17... ..	8½	9	1. 2	1. 2	2. 4
(b) 18 to pensionable age	1. 2½	1. 3	1. 3	1. 3	3. 4
(c) after pensionable age	1. 6	-	1. 3	-	1. 6
2. <u>Exempt person.</u>	1. 2½	-	1. 3	-	1. 6
3. <u>Voluntary contributor</u> (contributions payable up to pensionable age)					
(i) pensions only... ..	-	-	-	-	2. 5½
(ii) combined health and pensions... ..	-	-	-	-	3. 4½
4. <u>Merchant Marine</u> (<u>Foreign-going</u>)					
(a) 16 or 17... ..	8½	9	1. 1	1. 2	2. 1
(b) 18 to pensionable age	1. 2½	1. 3	1. 5	1. 3	3. 1
(c) after pensionable age	1. 5	-	1. 5	-	1. 5
(d) exempt person... ..	1. 2½	-	1. 5	-	1. 5
5. <u>Exempted person insured</u> <u>for pensions....</u>					
(i) 16 or 17... ..	8½	9	0½	9	1. 5½
(ii) 18 to pensionable age	1. 2½	1. 3	1. 2½	1. 3	2. 5½

11

This rate is 3d. less where income exceeds Four Hundred and Twenty Pounds per annum.

Note. Contributions for health insurance, including those for juvenile contributors remain unaltered.

(1) Family Allowances.

(107)

Under the Family Allowances Act of 1945, the Minister of National Insurance shall pay out of monies provided by Parliament, for every family which includes two or more children and for the benefit of the family as a whole, an allowance in respect of each child in the family other than the elder or eldest, at the rate of Five Shillings per week. This scheme which applies to all families throughout Britain came into operation on August 6th. 1946.

3. The International Efforts to Secure Social Security for Seafarers.

The Governing body of the International Labour Office decided at its 35th. Session, held at Geneva in 1927, to place on the agenda of the 13th. Session of the International Labour Conference, the question of Social Insurance for Merchant Seamen. For the conference, the International Labour office prepared a Grey Report, and this was considered by the 13th. Session of the International Labour Conference held at Geneva in 1929. The Grey Report made a survey of the national laws which dealt with the individual liability of the shipowner towards the sick or injured seaman, and also the national laws for sickness insurance for seamen. The report, which was divided into two sections dealt firstly with the individual liability of the shipowner towards the sick or injured seaman, and secondly with sickness insurance for seamen

1. The Individual Liability of the Shipowner Towards the Sick or Injured Seaman.

The Report stated that the problem was most complex owing to the conditions under which the seaman lived and worked; to the difficulties of organising the benefits due to him in various ports, as these varied from port to port and depended also upon the nationality of the ship; to ensuring that he received the benefits for which the shipowner was liable, and benefits supplied by sickness or accident insurance, and to have these co-ordinated so that there were no gaps or overlapping in his receipt of these benefits. The Report dealt with all aspects of this subject and is summarised below:-

Ships - The Report dealt with the ships to be covered by any International Regulation, and suggested that this should cover all ships ordinarily engaged in maritime navigation, subject to certain exceptions, and the exceptions should be - public vessels not engaged in trade, pleasure yachts, fishing vessels and small vessels in general. Dealing with each of these types of vessel, the Report explained that:-

(a) Vessels of Public Authorities were usually employed in and out of harbours and did not sail far from their bases. The crews of vessels of Public Authorities were usually insured by the Authority, but if not they could easily join insurance societies ashore and obtain benefits from these societies.

(b) Crews of pleasure yachts were in much a similar position, but occasionally pleasure yachts did go sailing to distant lands. The report suggested that shipowners should be responsible for the provision of benefits to the crews of large yachts but not for small yachts.

(c) As regards fishing vessels, these might be employed in coastwise fishing or deep sea fishing. Coastal fishermen could easily enjoy the benefits of insurance ashore as they make frequent trips to port, but those employed in deep sea fishing lived under practically the same circumstances as foreign-going Merchant Seamen. The report asked the Conference to decide whether shipowners should be responsible for the sick or injured seamen in deep sea fishing vessels, but not for the crews of vessels engaged in coastwise fishing.

(d) Small vessels usually returned to port every day, and therefore their crews could obtain the benefits of shore insurance. Some national laws fixed a definite tonnage, below which vessels were excluded from the scope of the provisions concerning the shipowner's obligations, and the report suggested that the Conference should recommend that owners of vessels under twenty-five gross tons should be exempt from the shipowner's obligations.

Seamen:- The national laws varied in their definition of seamen, and in 1926 in the Draft Convention concerning seamen's Articles of Agreement ⁽¹¹¹⁾ the term "Seaman" was defined to include "every person employed or engaged in any capacity on board any vessel, and entered in the ship's articles. It excluded Masters, Pilots, Cadets and pupils on training ships, and duly indentured apprentices, Naval Ratings, and other persons in the permanent service of a Government". In the majority of countries the shipowner's obligations applied to all persons employed on board, with the exception, in some countries, of foreign seamen, persons who were employed on board but not engaged by the shipowner or his representative, Pilots and certain other persons employed on board while the

ship is in port.

In most countries the shipowner's obligations covered foreign seamen, but in certain countries, such as Denmark, Finland, Germany, Norway and Sweden, a foreign seaman did not enjoy the same rights as nationals when he was disembarked in consequence of sickness or injury, and in these countries he did not enjoy the same right to repatriation or medical aid and maintenance as did the nationals. The report stated that it was hard to find justification for these exceptions and suggested the principle of equality of treatment should be supported by the Conference.

In certain countries the restaurants on board were leased to a contractor, who made separate agreements with his staff, and the report suggested that in these circumstances the shipowner should not incur full liability in the case of these workers. Pilots and other persons employed in port could easily obtain the benefits of shore insurance, and therefore the report suggested that the shipowner should not incur any liability for these persons.

Risks Covered:- The report took into account the fact that the liability of shipowners must materialise within a certain period and that the seaman must be able to prove that there was a relationship between his service and his disability, and that there was no gross negligence on his part.

Dealing with the nature of the risks covered, the report considered that the international regulations might impose certain obligations upon shipowners in the case of sickness or injury which necessitated medical aid or caused incapacity for work, or even death. The period of protection should be sufficient to cover all sickness, injury or death occurring from

the time of entering the service until the time of leaving the ship. The report considered that it might be expedient to restrict in some respect injuries occurring outside the services, provided that the shipowners agreed to regard all sickness or injury occurring on board the ship, whether the seaman was on or off duty, as illness qualifying for benefit. The report also considered whether, in any future International Regulations, the notion of fault should be introduced and if so, would any regulation state whether the seaman's rights and the obligation of the shipowner would be restricted in the case of fault, or would it be limited to cases of serious fault or wilful misconduct?

Benefits:- The benefits usually furnished by shipowners included medical aid, maintenance, payment of wages to sick or injured seamen, repatriation, burial, payment of wages due to deceased seamen, and the protection of the property of the deceased or disembarked seaman. The report suggested that in any Draft Convention assistance should be provided at the expense of the owner, and the assistance should include medical treatment, proper and sufficient medicines and appliances, and maintenance.

The report dealt in detail with the duration of assistance to be given to seamen. In all countries a sick or injured seaman was entitled to medical aid and maintenance at the expense of the shipowner so long as he remained on board, but the duration of the assistance to be granted ashore varied greatly in different countries. He might receive assistance until he was repatriated or until the end of the voyage of the ship on which he was serving when he fell ill or was injured, or he might only receive it for a certain fixed period or until

his illness or injury was cured. Also, the value of these laws depended a great deal on the existence or absence of compulsory sickness or accident insurance or Workmen's Compensation. If the seaman returned to a country where there was compulsory sickness or accident insurance or workmen's compensation he received treatment and relief on the cessation of the shipowner's obligations, but if the seaman was returned to a country which had not compulsory sickness or accident insurance or workmen's compensation he did not obtain any benefit on the cessation of the shipowner's liability. This might also apply to a foreign seaman in whose country there was compulsory sickness or accident insurance or workmen's compensation but who arrived in a country where there was not. Thus it will be seen that the right to assistance until repatriation only covered the seaman fully if he was repatriated to his own country and that country had compulsory sickness or accident insurance or workmen's compensation. The policy of making assistance cease with the termination of the voyage had many pitfalls for the seaman, as the seaman might find himself left behind in a foreign country. The system, too, of providing relief for a definite period could not cover the long illness or serious accident. The right to assistance until cure was only effective until the illness was found to be incurable, or the wound healed, and so benefits provided by the shipowner only met the case of temporary incapacity, while the permanent incapacity was only covered if there existed a scheme of accident insurance or invalidity insurance. Thus it will be seen that the various policies adopted in the various countries for assistance to be provided by the shipowners must be related to the social insurance facilities in the country

under consideration, and must be drawn up to ensure that all risks are fully covered, and to enable the responsibilities to be distributed between the shipowner and the social institutions in such a manner that there would be no overlapping or gaps. The report suggested that the best method would be to affirm the right of the sick or injured seaman to assistance at the expense of the shipowner until cure, or until the wound was healed, or until the illness was found to be incurable, but that the obligations of the shipowner must terminate as soon as the seaman became entitled to the medical benefits provided by compulsory sickness or accident insurance or workmen's compensation.

The report considered the arrangements for assistance which might be made by the seaman himself, or which might be entrusted to the Master or other representative of the shipowner, or to the Consular authorities of the country whose flag the ship flies, or to the authorities of the port at which the seaman is landed. The report stated that in the majority of cases it was the Consular Authority of the country whose flag the ship flies, or the maritime authorities of the port at which the seaman was disembarked, upon whom the making of arrangements for assistance fell, but the report noted that the laws governing these arrangements were often vague in their meaning. Consequently, the report suggested that any future International Regulations should deal with the place and form of assistance to be given, and, if necessary should stipulate that hospital treatment should be given by the shipowner where this was necessary.

Refrayment of Expense of Assistance:- Again, this varied in different countries and with different shipowners. In some cases the shipowner might make his own arrangements, even in a foreign port, but in others the law might require him to meet his obligations either by a stipulated sum or by the repayment of the actual expenses. The report suggested that rigid principles in such cases would be unworkable and that any future International Regulations should be limited to stating when the shipowner should be liable for any expenses of assistance.

Payment of Wages of the Sick or Injured Seaman:- A sick or injured seaman continued to receive wages as long as he remained on board, subject to certain restrictions which have been considered in connection with the scope and the risks covered. Certain countries had special arrangements with regard to foreign seamen. Where the seaman was to be disembarked on account of sickness or injury the obligations varied according to the national laws of the country. The report suggested that any International Regulation should prescribe for the shipowner the obligation to pay the wages of the sick or injured seaman until he was cured, or the injury was healed, or the sickness was found to be incurable, but these obligations should cease when the seaman became entitled to cash benefits granted by compulsory insurance against sickness or accidents, or by workmen's compensation. In countries where there was no such insurance or workmen's compensation the report considered that the national laws of each country should specify a period after disembarkation during which the shipowner should be liable for wages.

Repatriation of Sick or Injured Seamen Left Behind owing to

Illness or Accident:- A seamen might adopt two courses with regard to repatriation. He might (1) wish to return to his own country or to a port with which he was acquainted, usually the port from which he was shipped; but (2) if he was repatriated before recovery or with some permanent disability he might wish to return to a port where he could claim the benefits of sickness or accident insurance or a pension, and that meant that he usually wished to be returned to a port in the country of the flag of the ship on which he was serving at the time he incurred his illness or accident. Certain countries specified that he must be returned to his port of engagement, but others made the port, the port at which the vessel began its voyage, and others a port in the country to which the seaman belonged. Others, however, had no definite laws on this subject but included in the Articles the place of repatriation.

The report suggested that any International Regulations would require to decide whether a general rule should be laid down or whether it should be left to each country to make provision for repatriation on their national laws.

Expenses of Repatriation:- The expenses of repatriation were usually borne by the shipowner, subject to certain restrictions, mainly restrictions imposed where the accident or illness was due to the seaman's fault or where it was not in the service of the ship. As a rule, repatriation expenses comprised the cost of conveying the seaman and his effects, and the cost of maintenance during the voyage. In the Draft Convention on Repatriation of Merchant Seamen, drawn up in 1926 (112) it was

stated that "the expense of repatriation shall not be a charge on the seaman if he has been left behind by reason of -

- (a) Injury sustained in the service of the vessel; or
- (b) shipwreck; or
- (c) illness not due to his own wilful act or default; or
- (d) discharge for any cause for which he cannot be held responsible". (Article 4)

The report considered that any future International Regulations should make the liability of the shipowner towards the seaman more definite, and the shipowner should bear the charge of repatriation of seamen left behind on account of sickness or injury, and on the other hand that such charge should comprise all expenditure in connection with the conveyance, board and lodging of the seamen during the return voyage.

Burial Expenses:- Most countries had laws which prevented any expenses being deducted from the seaman's wages, or from the property left behind by him, for his burial, and the period for which the shipowner was liable to bear the expense of burial was, as a rule, of the same duration as the seaman's right to medical aid and maintenance. The report suggested that any International Regulations on this subject should contain a provision rendering the shipowner liable to bear funeral expenses in all cases of death on board, and also in the case of death ashore, if the seaman at the time was liable to medical aid or assistance from the shipowner.

Protection of the Property of Sick or Deceased Seamen:- The national laws usually made it obligatory on the shipowner to hand over to the Maritime or Consular Authority all property

and wages belonging to a deceased man, but in certain cases the protection of the seaman's property only applied where the seaman was left behind. The report suggested that to meet all cases there should be a provision requiring the shipowner or his representative to draw up an inventory of the seaman's effects and an account of the wages due to him, and to specify that the delivery of the effects and wages to the heirs should be executed through the agency of the maritime and consular authorities.

Settlement of Disputes:- Where a seaman considered he was suffering loss through unsatisfactory execution or non-execution of the shipowner's obligations, in most cases he had a right at law to take proceedings against the shipowner who was responsible. In certain countries, where the dispute took place abroad, the Consular Authority assumed the liability of the owner in respect of all or certain benefits, and by means of conciliation, disputes which had already arisen might be prevented from resulting in litigation. Conciliation was performed by the administrative authority responsible for the supervision of seamen's labour. Special courts for the settlement of disputes between seamen and shipowners were in existence in nearly all countries, but there was a necessity for the provision of executive decisions for disputes which arose outside the country whose flag the vessel flies and which could not wait for settlement by the competent court without serious harm. The report suggested that it would not be expedient to enter upon the vast and complicated problems which arose in connection with the formation and competence of special courts, on the one hand, and with the rank and extent of the privileged claim of the seaman, on

the other. But it thought that in a limited number of matters and without laying down strict rules it might be possible to make some international effort for the purpose of reducing the number of disputes coming before the competent courts through more general recourse to conciliation, and, secondly, of safeguarding the interests of the sick or injured seaman by enabling provisional executive decisions to be taken in the case of disputes which arose outside the country whose flag the vessel flies and where there was a great objection to delay.

Sickness Insurance for Seamen.

It had been shown that the shipowner was liable in the case of a seaman who took sick while on board ship and that this liability only lasted for a certain time, but the fact still remained that a seaman who was sick still required treatment and financial aid. The object of sickness insurance was to benefit the seaman economically, morally and from a health point of view. The Conference considered sickness insurance under the following headings - (a) Scope; (b) benefits; (c) financial resources; (d) insurance institutions; and (e) settlement of disputes.

(a) Scope

Ships:- Most schemes covered crews of national ships in all categories. The report suggested that the International Regulations should attempt to cover all sickness for every type of vessel engaged in maritime navigation, with the exception of warships. With regard to vessels of public authorities not engaged in trade, the Conference noted that

most of these were manned by officials who were entitled to sickness benefits because they were employed by the public authority, but that this was not always so. The report asked the Conference whether, in any International Regulations, these vessels should be excluded from their recommendations. With regard to fishing vessels, most vessels, were covered by insurance, but in some countries certain vessels were excluded. Previous conferences had been inconclusive as to their mode of action and the report asked the Conference whether it should draw up a policy of insurance to cover all seamen including sea fishermen.

Seamen:- Most national legislation made compulsory insurance necessary for wage-earning seamen, but not for seamen who derived their income from a profit sharing system. The report suggested that it could only deal with the wage-earning seamen, but thought that it should make recommendations for foreign seamen, or seamen not resident in the country to which the ship belonged for persons in receipt of relatively high remuneration, and for persons below or above certain age limits. With regard to foreign seamen, certain countries excluded them from the scope of national insurance or on condition of reciprocity, and so the report asked the Conference to consider whether national laws should have the power to exclude workers from insurance for the sole reason that they were foreigners.

Non-resident Seamen:- In most countries the law required a seaman to be insured whether he resided in the country to which the ship belonged or not, but the law in certain countries did not cover seamen who were neither domiciled nor resident in that country, and so such seamen were not entitled to the

protection of insurance. The report asked the Conference to consider the advisability of making special provisions concerning seamen who did not reside in the country to which the ship belonged.

Amount of Wages:- In most countries insurance applied to all persons on board, irrespective of the wages earned, but certain countries excluded persons drawing a relatively high level of wages, and the report asked the Conference to decide whether this exclusion should be allowed to continue.

Apprentices and Cadets not Remunerated in Cash:- An Apprentice or Cadet did not suffer any pecuniary loss if he was disembarked on account of sickness, but if he returned sick from the voyage he required medical treatment and in the absence of insurance might fall into distress. The report asked the Conference to decide whether a faculty should be given to national laws to make an exception in the case of apprentices or cadets who were not remunerated in cash.

Age Limits:- Most insurance laws did not lay down an upper or lower age limit, and the laws applied to seamen so long as they were engaged in the sea service. The report asked the Conference to decide whether they would affirm age limits for insurance.

(b) Benefits.

The report stated that the essential function of sickness insurance was to provide for the sick and all insurance laws made provision for a grant to a seaman who was incapable of work and this grant took the place of the wages he would have been paid. In most countries, too, the sick person was entitled to medical treatment and the supply of medicines and appliances. Most insurance laws in addition

granted certain benefits to the family of the sick person.

Sickness Benefit:-

This was intended for the seaman who was unfit through ill health to continue his work, and a seaman who fulfilled specified conditions was entitled to the benefit for a specified period.

Conditions of Benefit:- The primary condition for a man to receive benefit was that he must be ill and unfit for work. The cause of his disease might affect the right to benefit. Certain accidents not connected with his trade might exclude him from his insurance, or where there was wilful misconduct. Insurance might become effective from the first day on which the person became liable, but in most countries a qualifying period was necessary. In most countries a beneficiary should be present in the territory of the country where his insurance institution was established, thus the protection of insurance only became effective on the return of the sick person to the country where the insurance was effective, and only remained effective as long as he remained there. The report asked the Conference to take into account the territorial limits of the operation of sickness insurance.

Duration of Benefit:- The laws prescribed a maximum period during which benefit might be paid and the benefit was paid when the sick person returned to his country. On the expiry of the maximum period the seaman who was still temporarily or permanently disabled received a pension, which varied according to the country in which he was insured, provided he fulfilled certain qualifying conditions. In certain countries where there was no invalidity insurance a disabled seaman could not convert his temporary sickness benefit into

an invalidity pension. The duration of the sickness benefit was of essential importance. The report asked the Conference to examine whether the International Regulations should prescribe a period during which, in cases of permanent incapacity, the sickness benefit should be payable to a seaman who, on the expiry of such a period could not obtain an invalidity pension.

Rate of Benefit:- Sickness benefit did not claim in all cases to offer more than what was necessary for the maintenance of a minimum standard of living, but in certain countries the law provided for the payment of benefit in proportion to the service category or wages of the seaman. The report asked the Conference to consider the opinion of various countries on the method of calculating sickness benefit.

Family Responsibilities:- In certain countries a seaman who had family responsibilities was entitled to additional benefit, and the report asked the Conference to consider these types of family protection.

Medical Benefit:- A seaman, once he was returned to his country, and was no longer the charge of the shipowner, should be able to obtain medical treatment and drugs for his condition, and the majority of insurance laws insured him for this purpose. The report asked the Conference to consider whether any alteration should be made in this scheme.

Conditions of Benefit:- In most countries there was no qualifying period for benefits, but all the laws prescribed one condition which must be fulfilled in order to obtain benefits, namely the condition of residence, and the report asked the Conference to confine the granting of benefit to seamen who were present in the country where the scheme was established.

Nature of Medical Benefit:- This was to be of the very best, comprising of diagnosis, advice, operations and application of therapeutical methods, and the report suggested that the Conference would no doubt lay down this principle in the International Regulations.

Duration of Benefit:- Medical benefit was granted so long as the sick person remained in the country, but in certain cases the sick person had a right to benefit which might be prescribed by law. The report recognised that there should be a time limit to medical benefit, but if this was so, the Conference would no doubt require that the period should be guaranteed to insured persons in all circumstances.

Hospital Treatment:- Where a seaman was not resident within a port, the report suggested that he should have hospital treatment.

Family Medical Benefit:- Where a seaman was absent from his home for long periods and should any of his family take ill, in certain countries the law made provision for free medical treatment, thus alleviating the anxiety of the seaman. This was done in return for a special contribution and the report suggested that the Conference would no doubt wish to draw attention to the considerable advantage which lay in such a scheme.

Maternity Benefit:- Nearly all sickness insurance laws provided for maternity benefits, and the report suggested that the Conference would no doubt wish to affirm that maternity benefit should be available to all seamen.

Funeral Benefit:- In certain countries funeral benefits were

included in the sickness insurance, and the report suggested that the Conference should recommend that this should be extended to all seamen.

(c) Financial Resources.

In most countries the sickness insurance was covered by a contribution from the insured person, his employer, and a contribution from the State - the contribution from the State varying in different countries. The contributions imposed upon the seaman and employer varied according to the schemes in operation. In some it varied according to the wages or the service category of the insured person in those schemes which provided benefits at variable rates. The report suggested that the Conference, in the International Regulations, should recommend that national legislation should decide the revenue of sickness insurance and how the cost should be shared. The establishment of an international standard for the benefits in cash and in kind to be guaranteed to insured persons in all maritime countries would result almost necessarily in the progressive equalisation of the financial effort called for by an adequate scheme for sickness insurance.

(d) Insurance Institutions.

In certain countries the institutions which distributed sickness insurance for seamen were exclusively for seamen, but in others this was not so. National schemes for insurance might be divided into three groups - where the administration was placed in the hands of the insured persons alone, or was shared by the insured persons and the employers, or by the insured persons, employers and representatives of the public authorities. The report suggested that the Conference should

recommend that as a general rule, sickness insurance for seamen should be distributed under the supervision of the public authorities in accordance with the principle of self government and in the sole interest of the body of persons insured, and that the insured persons, being the parties most directly interested, should have an important part in the management of the insurance system.

(c) Settlement of Disputes.

Disputes regarding sickness insurance should be settled promptly, and where a claim had not been dealt with within a reasonable time, or unjustly dealt with, the claimant should have powers to carry his claim before a court. In most countries judicial authorities had been set up for disputes concerning benefits, and the report suggested that the Conference would no doubt lay down a general rule, without, however, determining in detail the composition of the competent authorities, that the right of appeal should be granted to an insured person.

The problems dealt with in the report made it possible, in the opinion of the International Labour Office, to fix the points on which the Governments should be consulted, and the consultation should cover the following points:- (110)

A. "The Individual Liability of the Shipowner Towards

Sick or Injured Seamen.

1. Scope.

1. As regards ships.
2. As regards seamen.

11. Risks Covered.

1. Nature of the risks covered: sickness, injury, death.
2. Definition of the period of protection: beginning and end of the period.
3. Relationship between the service and the risks covered.
4. The risks covered and the notion of fault.

111. Benefits and Liability of the Shipowners.

1. Assistance to the sick or injured seaman:
 - (a) Nature of Assistance.
 - (b) Duration of assistance.
2. Wages of the sick or injured seaman: duration of the right to wages.
3. Repatriation of the sick or injured seaman.
 - (a), right to repatriation.
 - (b) place of repatriation.
 - (c) expenses of repatriation.
4. Burial expenses.
5. Protection of the property of seamen deceased or disembarked on account of sickness or injury.

IV. Settlement of Disputes.

1. Recourse to conciliation.
2. Provisional executive decision in the case of disputes arising outside the country whose flag the vessel flies.

B. Sickness Insurance for Seamen.

1. Scope.

1. As regards ships.
2. As regards seamen.

11. Benefits.

1. Sickness benefit:

- (a) conditions for benefit.
- (b) duration of benefit.
- (c) rate of benefit.

2. Medical benefit:

- (a) condition of benefit.
- (b) duration of benefit.
- (c) nature of benefit.
- (d) family medical benefit.

3. Maternity Benefit:

4. Funeral Benefit:

111. Financial Resources.

1. Sharing of insured persons and employers in the provision of financial resources.
2. Financial contribution by the public authorities.

IV. Insurance Institutions.

1. Principle of self-government under the supervision of the public authorities.
2. Sharing of insured persons and employers in the management.

V. Settlement of Disputes.

Right of appeal to be granted to the insured person concerning his right to benefit."

A questionnaire was prepared by the International Labour

Office, following the discussion held at the 13th. Session
(110) of the International Labour Conference, and this was
circulated to the various governments. The questions, and
answers to them, were contained in a Blue Report which was
(113) published by the International Labour Office in 1931,
and was considered by the 21st. Maritime Session of the
International Labour Conference held at Geneva in October
(114) 1936. The questions and their answers were as follows :- (113)

The Individual Liability of the Shipowner towards Sick
and Injured Seamen.

1. Do you consider that the International Labour Conference
should adopt a Draft Convention to regulate internationally the
individual liability of the shipowner towards sick or injured
seamen?

The International Labour Office considered that the
International Labour Conference should frame a Draft Convention.
It recognised, however, that the convention might be suitable
as regards the Articles of Agreement but be unsuitable on the
question of the liability of the shipowner towards the sick or
injured seaman, and that although certain categories of seamen
were covered by regulations on the liability of shipowners, it
would be wrong to exclude them from the regulations concerning
sickness insurance.

2. Do you consider that the shipowner's liability should
apply to all ships ordinarily engaged in maritime navigation,
with the exception of ships of war?

The office considered that the Draft Convention should
cover all ships ordinarily engaged in maritime navigation.

3. Do you consider it necessary to provide for exceptions.

in particular in the case of:

- (a) vessels of public authorities not engaged in trade;
- (b) coastwise fishing boats;
- (c) boats of small tonnage, and, if so, what tonnage limit do you propose?

The office considered it advisable to provide for:-

- (a) Exceptions for vessels of public authorities not engaged in trade.
- (b) Exceptions should also be made in the Draft Convention for coastwise fishing vessels.
- (c) The Draft Convention should provide an exception for boats of less than twenty-five gross tons.

Other exceptions were proposed by various governments but the International Labour Office was of the opinion that no further exceptions should be included in the Draft Convention.

4. Do you consider that the shipowner's liability should apply to every person on board?

There was much difference of opinion regarding this question but after careful consideration the International Labour Office thought that the Draft Convention should make provision for persons who were not engaged on board ship on behalf of the shipowner.

5. Do you consider it necessary to provide for exceptions, in particular in the case of:

- (a) Pilots;
- (b) Persons employed in ports in repairing, loading and unloading ships;
- (c) Members of the shipowners family who work exclusively on his behalf, and who live in his house?

The International Labour Office thought that the exceptions to the above should be Pilots, persons employed in ports repairing, loading and unloading ships, and members of the shipowner's family who work exclusively on his behalf and who lived in his house.

6. Do you consider that the shipowner's liability should cover the risks of sickness, injury or death?

The International Labour Office thought that the Convention should provide that the shipowner's liability should cover sickness, injury and death.

7. Do you consider that the period of protection should:

(a) commence with the engagement;

(b) terminate with the engagement;

Again there was much variation in the replies to both parts of this question dealing with whether the period of protection should commence with the engagement of the seaman. The majority of governments replying were of the opinion that the period of protection should commence with the engagement, and the period of protection should end with the termination of the engagement, and the International Labour Office thought that the opinions of the Governments should be taken when drawing up the International Regulations dealing with these questions.

8. Do you consider it necessary to provide for an exception in the case of injury occurring otherwise than in the service of the ship?

As regards illness occurring during the shipowner's period of protection, no governments asked for an exception in this respect, but as regards injury there was a difference of opinion. The national laws of the governments replying were

divided into two groups - the first which required a relationship to be established between the service and the injury, and the second which determined each case on whether the accident occurred on board or ashore, during or outside the service. The International Labour Office thought that the Draft Convention should leave it open to the national laws and regulations of each country to provide for an exception for injury occurring otherwise than in the service of the ship.

9. Do you consider it necessary to provide for exceptions:

- (a) in case of injury wilfully caused by the seaman;
- (b) in case of sickness due to the wilful misconduct of the seaman, or to his own act?

In many countries the liability of the shipowner in the case of injury, sickness or death, due to the seaman's own fault, may be greatly reduced or even abolished, and the replies of the governments concerned showed a great deal of variance on the points raised by the questionnaire. Certain governments wished to be allowed to make laws which would enable the shipowner to be free of liability only in the case of wilful injury, but certain other governments stated that this might produce serious practical difficulties. Other governments suggested that wilful concealment of an injury or illness at the time of signing-on, should constitute wilful misconduct for which the shipowner should not be held liable, and the International Labour Office agreed on this exception. The Office considered that the International Regulations should make provision for injury or sickness due to the wilful misconduct of the seaman, and injury or sickness intentionally concealed at the time of his engagement.

10. Do you consider that the assistance to be provided for

The sick or injured seaman should comprise:

- (a) medical treatment and the supply of proper and sufficient medicines and appliances necessitated by the sickness or injury.
- (b) maintenance - board and lodging?

The International Labour Office thought that the Draft Convention should provide for -

- (a) Medical treatment and the supply of proper and sufficient medicines and appliances necessitated by the sickness or injury;
- (b) maintenance - board and lodging.

11. Do you consider that the seaman who is not compulsorily insured against sickness and accident, or is not covered by workmen's compensation legislation, should be entitled to assistance:

- (a) until cure, healing of the injury, or certification that the sickness is incurable; or
- (b) until repatriation; or
- (c) until the end of the ship's voyage; or
- (d) until the expiry of a period prescribed by law, and, if so, what length would you propose for the prescribed period?

12. Do you consider that the seaman who is compulsorily insured against sickness and accident, or is covered by workmen's compensation legislation, should be entitled to assistance until the time when he is entitled to the medical benefits provided by sickness insurance, accident insurance, or workmen's compensation legislation?

The replies to questions 11 and 12 were divided into

three groups. Group one consisted of the countries who thought that assistance should continue until cure, or until the seaman had been repatriated. Group two consisted of the countries who thought that the right to assistance should continue until cure, healing of the injury, or certification that the sickness is incurable. Group three consisted of the countries who thought that the right to assistance should continue during a period prescribed by law. All the governments, with the exception of the British Government, thought that national legislation should provide that the assistance at the shipowner's expense should terminate when the sick or injured seaman becomes entitled to benefit under a system of sickness insurance, accident insurance or workmen's compensation. The International Labour Office thought that the Draft Convention should recommend that "the sick or injured seaman should be entitled to assistance at the shipowner's expense until cure, healing of the injury, or certification that the sickness is incurable.

National laws and regulations might provide, however, that the right to assistance at the shipowner's expense should terminate on the expiry of a period of not less than sixteen days from the day of the injury or the beginning of the sickness.

Furthermore, in countries with compulsory sickness insurance, compulsory accident insurance or workmen's compensation legislation covering seamen, national laws and regulations might provide that the right to assistance at the shipowner's expense should terminate on the day from which benefits under the insurance or compensation systems became

payable by law."

13. Do you consider that the responsibility of the shipowner or his representative for the arrangements for assistance should only cease when such responsibility can be transferred to the consular authority or another competent authority appointed by national laws or regulations?

The International Labour Office was of the opinion that it would be preferable not to include provisions for the transfer of responsibility in a Draft Convention.

14. Do you consider that the shipowner should be liable:

- (a) to meet directly the expenses of assistance by paying himself the cost of medical treatment, drugs, hospital treatment, board and lodging; or
- (b) to repay the actual cost of assistance; or
- (c) to defray the cost of assistance in accordance with a tariff prescribed by law or regulations?

15. Do you consider that the shipowner or his representative should be liable to deposit an advance or security with the authority which assumes responsibility for the arrangements for assistance, especially in the case where the sick or injured seaman is left behind abroad?

With regard to questions 14 and 15, the International Labour Office thought that they should agree with the majority of governments and leave the determination of the methods of defraying the expenses of assistance, and the question of depositing an advance security, to national legislation.

16. Do you consider that the seaman who is not compulsorily insured against sickness and accident, or is not covered by workmen's compensation legislation, should be entitled to

wages.

- (a) until termination of service; or
- (b) until cure, healing of the injury, or certification that the sickness is incurable; or
- (c) until repatriation; or
- (d) until the end of the ship's voyage; or
- (e) until the expiry of a period prescribed by law - e.g. four months - and, if so, what length do you propose for the prescribed period?

17. Do you consider that the seaman who is compulsorily insured against sickness and accident, or is covered by workmen's compensation legislation, should be entitled to wages until the time when the cash benefits provided by sickness insurance, accident insurance, or workmen's compensation legislation, become payable?

The answers of the various governments to questions 16 and 17 showed much variation. With regard to the duration of the seaman's right to wages, for example, France thought that the seaman should receive wages "until cure, or healing of the injury, or certification that the sickness is incurable", but that the period during which wages remain payable may not exceed four months from the date when the seaman was left ashore. Norway replied that the seaman should receive wages "until the expiry of the seaman's service, and in addition during two months from the date of leaving in the case of officers, and one month in that of another member of the crew". The International Labour Office suggested that the Draft Convention should entitle the seaman to receive wages so long as he remained on board and, secondly, "from the time he is

landed, if he has dependents, to all or part of his wages, under conditions prescribed by national laws or regulations, until cure, or healing of the injury, or certification that the sickness is incurable, or the incapacity permanent". The Office continued that it should be left to national legislation to determine that the seaman's right to wages should not be less than sixteen weeks from the date of the injury or the beginning of the sickness. With regard to the time when the insurance or compensation becomes payable, in countries where there is provision for such schemes most governments replied that the shipowner's liability should terminate when these benefits become payable. The International Labour Office thought that in the Draft Convention similar provisions as those made for the payment during illness should be made and that, in countries where there is compulsory sickness insurance or workmen's compensation, the national laws and regulations should provide that the shipowner's liability should terminate from the date on which cash benefits under the insurance or compensation systems begin.

18. Do you consider it necessary to provide in the Draft Convention that the sick or injured seaman shall be entitled to repatriation at the expense of the shipowner?

Most Governments thought that international provision should be made concerning the right of the sick or injured seaman to repatriation at the expense of the shipowner, but the British Government, along with that of India and Japan, considered that this subject had already been dealt with in the International Labour Convention adopted in 1926. However, the Office proposed that in the new convention provision should

be made for the right of the sick or injured seaman to repatriation at the expense of the shipowner.

19. Do you consider that the expenses of repatriation should comprise the expenses of transport, and of the board and lodging of the seaman during the voyage?

All the governments agreed on the principle of an International Regulation, which would stipulate that expenses of repatriation should comprise the expenses of transport and of board and lodging during the voyage, but the Office thought that there would be no objection to inserting in the Draft Convention a provision stipulating that the owner might fulfil his obligation to the seaman by procuring for him suitable employment on board a ship leaving for one of the destinations approved as a place of repatriation.

20. Do you consider that the place to which the sick or injured seaman is to be repatriated should be:

- (a) the port at which he was engaged; or
- (b) the port of departure of the ship; or
- (c) a port in his own country?

The replies to this question showed much variation. The Belgian government thought that the seaman should be repatriated to the port at which he was engaged, or the port of departure of the ship, or a port in his own country, provided that the greater expense is not caused to the shipowner. The German government thought it should be left to national legislation to determine the place of repatriation, and the Norwegian government thought that he should be repatriated to a port in his own country. The International Labour Office proposed that the Draft Convention should

provide that "the place of repatriation of the sick or injured seaman may be the port at which the seaman was engaged, or the port of departure of the ship, or a port in his own country, or any other port fixed by agreement between the seaman and the Master, or shipowner, subject to the approval of the proper authority".

21. Do you consider that the shipowner should be liable to meet the expenses of burial?

(a) in the case of death on board;

(b) in case of death on shore if, at the time of his death, the seaman was entitled to assistance at the shipowner's expense?

Some governments thought that the shipowner's liability in the case of death should be limited to the case of death which occurred during the execution of the seaman's duty, and other Governments (Finnish, Polish and Yugo-Slav.) thought that there should be provision for the repayment of burial expenses if the deceased seaman was covered by social insurance legislation which granted funeral expenses. The International Labour Office thought that the Draft Convention should provide that the shipowner would be liable to meet the expenses of burial in the case of death on board the ship and in the case of death on shore if, at the time of death, the seaman was entitled to assistance at the shipowner's expense. The Office thought that in addition the convention might specify that in certain cases where the national laws and regulations provided for repayment of the funeral expenses by insurance institutions, if the dead seaman were covered the shipowner should be able to recover his expenses.

22. Do you consider that the shipowner or his representative should be liable, in case of the death of the seaman on board or in the case of sick, or injured seaman being left behind:

- (a) to draw up an inventory of the seaman's effects and an account of the wages due to him;
- (b) to deliver to the seaman, or, in the event of his death, to his legal representatives, his effects and wages (including the proceeds of the sale of objects which could not be kept on board) either directly or through the agency of the consular authority, maritime authority, or some other competent authority?

The 13th. Session of the Conference had decided that Governments should be consulted on the possibility of making the shipowner liable to draw up an inventory of the seaman's effects and an account of the wages due to him, and that these facts should be reported to the seaman's legal representatives. The Office thought that the Convention should contain a general provision specifying that the shipowner or his representative should be liable to take the necessary steps for the care of the property of the seaman who is deceased or who has been left ashore owing to sickness or injury, and that in the case of death on board, the shipowner should be liable for the making of an inventory and a statement of the deceased seaman's wages, and delivering these to his legal representatives or to a competent authority.

23. Do you consider it necessary to frame provisions for settling disputes by means which shall be readily accessible, rapid and inexpensive?

24. In particular, do you consider it possible to:

- (a) make it obligatory to essay conciliation in case of dispute between shipowner and seaman;

On the initiative of a competent authority; or
at the request of either party;

- (b) make it necessary to decide, such decisions having interim effect, disputes occurring outside the country of the vessel's flag?

With regard to questions 23 and 24, all the governments expressed themselves in favour of including in the International Regulations a provision specifying that national legislation should provide for the settlement of disputes by readily accessible, rapid and inexpensive means, but some governments were not in favour of incorporating these provisions within the International Convention, and the International Labour Office agreed with them that it should not be. In the case where a dispute arises in a foreign country, there may be difficulties and delays in having this dispute settled. Certain governments proposed that the International Regulations should include provisions making it possible to have interim decisions in disputes occurring outside the country of the vessel's flag, but certain governments thought that this should not be included in an International Convention. The International Labour Office considered that a Draft Convention "might specify that national laws and regulations should contain a provision ensuring the rapid and inexpensive settlement of disputes to which the shipowner's liability towards sick or injured seamen may give rise, and that, in particular for the settlement of disputes occurring outside the country of the vessel's flag, national laws and regulations should indicate a competent authority to take decisions having interim effect."

Sickness Insurance for Seamen.

1. Do you consider that the International Labour Conference should adopt a Draft Convention to regulate internationally sickness insurance for seamen?

The majority of the governments approved of the principle that the International Labour Office should adopt a Draft Convention to regulate internationally sickness insurance for seamen.

2. Do you consider that compulsory sickness insurance should apply to all ships engaged in maritime navigation, including sea fishing vessels, but excluding ships of war?

All replies were in agreement in that International Regulations should cover all ships engaged in maritime navigation, excluding ships of war, but the Latvian and Portuguese governments suggested that coastwise fishing vessels should be excluded. The International Labour Office considered that the Draft Convention should include all ships, including sea fishing vessels, but exclude ships of war.

3. Do you consider it necessary to provide for exceptions, in particular for vessels of public authorities not engaged in trade?

The majority of governments thought that vessels of public authorities not engaged in trade should be excluded from the Draft Convention, but certain governments, including Great Britain, thought that they should be included in the Draft Convention, but that it should be left to national legislation to exempt them. The Draft Convention proposed, however, to leave it to national legislation to exempt the

crews of vessels of public authorities not engaged in trade from the liability of insurance. The Office also suggested that it would not be expedient to deprive the crews of vessels of twenty-five tons or less from the protection of insurance.

4. Do you consider that compulsory sickness insurance should apply to every person employed on board?

The great majority of governments were in favour of everyone on board being insured, and the International Labour Office proposed, therefore, to include provision in the Convention that all persons employed on board should be covered by insurance.

5. Do you consider it necessary to provide for exceptions, in particular for:

- (a) foreign seamen;
- (b) seamen not resident in the country of the vessel's flag;
- (c) masters and officers in receipt of remuneration which is high in relation to the general level of remuneration;
- (d) members of the employer's family;
- (e) pilots;
- (f) workers below or above specified age limits?

(a) Foreign Seamen. Most of the governments thought that the exclusion of foreign seamen from sickness insurance was unjustified, but others thought that foreign seamen should only be admitted provided they belonged to countries having insurance schemes which admitted seamen from their countries. The International Labour Office proposed, therefore, to include in their Draft Convention that foreign seamen should derive the benefits of sickness insurance.

(b) Seamen Non-resident in the country of the vessel's flag.

Most of the governments replied that their laws made it compulsory for all seamen who sailed in their ships to be compulsorily insured, but it was pointed out that seamen, although compulsorily insured, did not receive the benefits of the insurance if they did not reside in that country. Certain countries, such as Britain, Norway, Finland and Belgium, proposed that non-resident seamen should be excluded, while others, such as France, Germany and Holland, proposed that they should be included. The International Labour Office thought that the Draft Recommendation should propose the exclusion of seamen non-resident in the country of the flag of the ship.

(c) Masters and Officers in receipt of remuneration which is high in relation to the general level of remuneration.

Certain countries had no exclusion limit either for salary or for rank, but others had, such as Britain. The majority, however, were in favour of an exclusion limit for Masters and Officers, and this recommendation the International Labour Office proposed to put forward in the International Regulation.

(d) Members of the Employer's Family. The great majority of countries were in favour of excluding members of the employer's family and therefore the International Labour Office considered the Draft Convention should provide for the possible exception of members of the employer's family.

(e) Pilots. Again the great majority of countries were against the inclusion of pilots in the sickness insurance scheme and therefore the International Labour Office proposed that the Draft Convention should provide for an exception for Pilots.

(f) Workers below or above specified age limits. Most countries were in favour of the exclusion of workers above and below a certain age limit. Among these were Belgium, France and Great Britain, but Germany, Italy and Japan were in favour of no age limit. The International Labour Office proposed that it should be left to national legislation to decide whether age limits should be fixed and if they were fixed, what they should be.

(g) Other Exceptions. The German Government proposed to exclude public servants and officials who were entitled to sickness insurance from the State in virtue of their position as public servants. Great Britain and the Irish Free State proposed to exclude Apprentices not remunerated in cash. The International Labour Office thought that it was unnecessary to include in the Convention any exceptions which had not been contemplated by the Maritime Conference at its 15th. Session.

6. Do you consider that the period of protection should extend:

- (a) from the beginning of the engagement until termination of service;
- (b) and, further, until the expiry of a specified period from the termination of service?

The majority of governments were in favour of extending the period of protection beyond the termination of service, but certain governments in favour of the extension made new proposals concerning the length of the period of extension. The British government considered that for sickness occurring after the termination of service, protection should extend long enough to cover the normal period between voyages. The International Labour Office proposed that the Draft Convention

should include provisions for an insured seaman to have the right to draw benefit for sickness occurring during a specified period from the termination of his last engagement, but that it should be left to national legislation to fix the period in such a way as to cover the normal period between engagements.

7. Do you consider that sickness benefit should be paid to a seaman who is incapable of work by reason of sickness, is not entitled to his wages, and is present in the country in which the insurance institution is established?

The replies from nearly all the countries showed that, to claim benefit, the sick person must satisfy certain conditions. He must be unable to work owing to the sickness and if he continues to work his health will suffer, but as long as he continues to draw wages he cannot claim sickness benefit under the insurance system, and in order to draw insurance benefit he must be in the country where he is insured. This latter qualification is not true of all countries, as in a few the laws and regulations are framed so that the sick seaman may draw benefit before he returns to the country where an insurance scheme is in operation. Most of the countries agreed with the recommendations of the 15th. Session of the Conference, and the International Labour Office proposed that the Draft Convention should include a provision giving a seaman a claim to sickness benefit if he is incapable of work and not entitled to wages, and that the Convention should provide that the benefit be suspended so long as the insured person is on a voyage or abroad.

8. Do you consider it necessary to provide for the payment of benefit to the dependants of a seaman during the period between the expiry of his rights to wages and his return to the country

in which the insurance institution is established?

All the governments agreed that it was necessary to assist the family of an insured person in a foreign country, from the time the right to his wages expired until he returned to his home country, and the International Labour Office proposed therefore that the dependents of the seaman should be paid benefit from the insurance institutions between the expiry of his right to wages and his return to the country in which the insurance institution is established.

9. Do you consider it necessary to provide for allowing the payment of benefit to be made conditional on completion of a qualifying period and the expiry of a waiting period of a few days?

Most governments considered that it should be left to national legislation to provide for a qualifying period. The Polish Government, amongst others, pointed out that a qualifying period would mean that seamen who fell sick during the first period of their employment would be deprived of all resources, but the International Labour Office thought that the Draft Convention should include a provision that the payment of sickness benefit should be made conditional on the completion of a qualifying period, to be fixed by national legislation. Practically all the governments agreed that there should be a fixed waiting period, and the International Labour Office thought that a proposal to this effect should be included in the Draft Convention.

10. Do you consider it necessary to provide for an exception in case of sickness due to the seaman's wilful misconduct?

With the exception of the Italian Government, all the governments thought that some account should be taken of

wilful misconduct on the part of the seaman. Some thought that the right to benefit should be suspended or reduced in the case of sickness intentionally produced by a seaman, while others were in favour of freeing the insurance from liability or of reducing the insurance liability not only in the case of sickness wilfully produced, but also in the case of sickness due to wilful misconduct. The International Labour Office proposed therefore to include in the Draft Convention that the sickness benefit should be reduced or refused in the case of sickness caused by the insured person's wilful misconduct.

11. Do you consider it necessary to fix in the Draft Convention the period during which benefit is to be payable in case of incapacity for work? If so, what period do you propose?

The majority of the governments thought that the Draft Convention should fix the period for which benefit is payable in the case of incapacity for work. Some favoured twenty-six weeks. The Belgian government suggested that benefit should be paid during the whole period of incapacity even if permanent. The Italian government proposed a period of sixteen months, but the International Labour Office proposed to provide in the Draft Convention that a seaman incapable of work by reason of sickness and deprived of his wages, should be entitled to a cash benefit for at least the first twenty-six weeks of incapacity, reckoned from the first day on which benefit was payable.

12. Do you consider that the rate of benefit should be:

(a) a flat rate; or

(b) a rate varying with the service category or wages of the seaman?

Some countries thought that the method of assessing

benefit should be left to national legislation. The Irish Free State thought that the Draft Convention should stipulate a flat rate. The majority of governments, however, were in favour of the principle of a variable rate, based on the situation of each insured person. The International Labour Office proposed therefore to include in the Draft Convention a regulation that sickness benefit payable to seamen should not be fixed at a rate lower than that provided for under a general compulsory sickness insurance scheme, if any existed and did not cover seamen.

13. Do you consider it necessary to make special provision on behalf of seamen having family responsibilities?

Certain governments were in favour of a special provision on behalf of seamen having family responsibilities. The British and Finnish Governments favoured the question of family allowances being left to national legislation, but the Irish, Japanese, Norwegian, Portuguese and Yugo-Slav Governments were against a special provision for seamen with family responsibilities. The replies to the questionnaire indicated to the International Labour Office that there was not sufficient agreement amongst governments to include a special provision on behalf of seamen having family responsibilities.

14. Do you consider that a sick seaman should be entitled to medical benefit comprising:

- (a) medical treatment and the supply of proper and sufficient medicines and appliances;
- (b) and, where necessary, hospital treatment or the expenses thereof?

All the governments, with the exception of the Irish

Free State, recommended the inclusion of medical benefits in the Draft Convention, and nearly all the governments were in favour of including hospital treatment as a form of medical benefit payable by the insurance institutions. The International Labour Office proposed therefore to include in the Draft Convention a provision that it should be for national legislation to prescribe or authorise that hospital treatment for insured persons should be granted by the insurance institutions, wherever the circumstances of the case so required.

15. Do you consider that the grant of medical benefit should be conditional on the presence of the sick person in the country in which the insurance institution is established?

Certain governments, among them Germany, Great Britain and Japan, considered that a residential qualification was necessary before a person should become entitled to medical benefit; Others, such as China and Italy, did not think this necessary. The International Labour Office, therefore, thought that the Draft Convention should propose that national legislation should suspend the right to medical benefit while the seaman is on board or in a foreign country. This would not prevent governments from granting medical benefit, wherever possible, to seamen in a foreign country.

16. Do you consider that medical benefit should be granted:

- (a) as long as the sick person needs it, or
- (b) during a certain period from the beginning of the sickness, if so, what period do you propose?

All the governments, with the exception of the Finnish and French, desired an International Regulation defining the duration of medical benefit. Some suggested that it should not

be limited in duration but should be due so long as the seaman is in need of it. Others proposed to limit the medical benefit to six months, and the Norwegian and Polish governments suggested that the medical benefit should be granted at least during the period fixed for the payment of sickness benefit. The International Labour Office proposed that the Draft Convention should recommend that the sickness benefit should be granted for at least the first twenty-six weeks of incapacity, reckoned from the first day on which benefit is payable.

17. Do you consider it desirable to provide for the grant of medical benefit to members of the seaman's family living in his household and dependant on him?

Certain governments such as China, Germany and Italy, were in favour of granting medical benefit to the seaman's family, but others, such as Belgium, France and Great Britain, did not agree to this proposal. The International Labour Office therefore proposed that it should confine itself to recalling in the Draft Convention that national legislation may prescribe for granting benefits in cash or kind to members of the seaman's family living in his household and dependant upon him.

18. Do you consider it desirable to provide that benefit is to be granted?

- (a) in case of the confinement of a woman employed at sea;
- (b) in case of the confinement of the wife of an insured seaman?

The governments were unanimous in their approval of the provision of maternity benefit to women employed at sea. Denying with maternity benefit in the case of wives of insured seamen, the majority were in favour of including in the Draft

Convention a strict provision making it binding on States to provide such benefit, and the International Labour Office thought that it should be left to national legislation to prescribe or authorise such benefits in the case of the confinement of the wife of an insured seaman.

19. Do you consider it desirable to provide for the payment of a benefit on the death of an insured seaman?

The majority of governments were prepared to assume an obligation for the payment of a benefit on the death of an insured seaman, and the International Labour Office proposed therefore to include in the Draft Convention a recommendation that on the death of an insured seaman a benefit should be paid to the members of the deceased's family, or used to defray funeral expenses; the amount of this benefit to be determined by national legislation.

20. Do you consider that the Draft Convention should affirm the principle of the joint contribution of the employer and of the insured person?

The governments were unanimous in that there should be contributions from the employer and from the insured person for the maintenance of sickness insurance schemes and, therefore, the International Labour Office proposed to include such a suggestion in their recommendation.

21. Do you consider that the Draft Convention should make provision for a financial contribution by the public authorities?

Seven countries were in favour of the state making a contribution to the sickness insurance scheme, but nine were against, and therefore the International Labour Office proposed that the convention should recommend that it should be left to national laws to decide as to the financial contribution by public authorities.

22. Do you consider that the Draft Convention should affirm the principle of self-government of the insurance institutions, under the supervision of the public authorities?

Sixteen countries replied to this question. Twelve were in favour of the twofold principle of self-government and supervision by public authorities, and this recommendation should, the International Labour Office thought, be included in the Draft Convention.

23. Do you consider that the Draft Convention should provide for the participation of insured persons and employers in the management of the insurance institutions?

Twelve governments thought that the principle of participation of insured persons in the management of the sickness insurance scheme should be settled by national legislation. The International Labour Office therefore proposed to lay down the principle that insured persons should participate in the management of their sickness insurance scheme. Ten governments thought that the employers should participate in the management of the scheme, but six did not. The International Labour Office therefore proposed to provide in the Draft Convention that the question of whether employers should participate in the scheme or not should be left to national legislation.

24. Do you consider that the Draft Convention should provide for a right of appeal to be granted to the insured person in case of dispute concerning his right to benefit?

All the governments were in favour of the right to appeal of insured persons, and so the International Labour Office decided to include in the Draft Convention the recommendation

that this right to appeal should be granted to an insured person in the case of a dispute concerning his right to benefit.

25. Do you consider it desirable to entrust the settlement of disputes concerning benefits to special tribunals?

Ten governments thought that disputes should be referred to special tribunals. Others recommended that whether or not it was a tribunal or any other body which gave the decision in a dispute, the basic principle was that the disputes should be settled quickly. Four countries considered that the whole question should be left to national legislation. The International Labour Office thought that the Draft Convention should include the following provision. "Disputes concerning benefits should be dealt with speedily, and at small cost to the insured person, by being entrusted to special tribunals, or dealt with by any other procedure considered suitable by national legislation."

At the 21st. Maritime Session of the International Labour Conference (114) the Committee, having considered the replies to the questionnaire on the Individual Liability of the Shipowners towards sick or injured seamen, for Sickness Insurance for Seamen, and also the Blue Report which contained the two Draft Conventions, amended the Draft Conventions and issued them in the following form:-

"Shipowners Liability (Sick and Injured Seamen) Convention 1936" (115)

Article 1.

1. This Convention applies to all persons employed on board any vessel, other than a ship of war, registered in a territory for which this Convention is in force and ordinarily engaged in maritime navigation.

B. Provided that any Member of the International Labour Organisation may in its national laws or regulations make such exceptions as it deems necessary in respect of -

- (a) persons employed on board,
 - (i) vessels of public authorities when such vessels are not engaged in trade;
 - (ii) coastwise fishing boats;
 - (iii) boats of less than twenty - five tons gross tonnage;
 - (iv) wooden ships of primitive build such as dhows and junks;
- (b) persons employed on board by an employer other than the shipowner;
- (c) persons employed solely in ports in repairing, cleaning, loading or unloading vessels;
- (d) members of the shipowner's family;
- (e) pilots.

Article 2.

1. The shipowner shall be liable in respect of -

- (a) sickness and injury occurring between the date specified in the Articles of Agreement for reporting for duty and the examination of the agreement;
- (b) death resulting from such sickness or injury.

B. Provided that national laws or regulations may make exceptions in respect of:

- (a) injury incurred otherwise than in the service of the ship;
- (b) injury or sickness due to the wilful act, default or misbehaviour of the sick, injured or deceased person;

- (c) sickness or infirmity intentionally concealed when the engagement is entered into.

3. National laws or regulations may provide that the shipowner shall not be liable in respect of sickness, or death directly attributable to sickness, if at the time of the engagement the person employed refused to be medically examined.

Article 3.

For the purpose of this Convention, medical care and maintenance at the expense of the shipowner comprises:

- (a) medical treatment and supply of proper and sufficient medicines and therapeutical appliances; and
- (b) board and lodging.

Article 4.

1. The Shipowner shall be liable to defray the expense of medical care and maintenance until the sick or injured person has been cured, or until the sickness or incapacity has been declared of a permanent character.

2. Provided that national laws or regulations may limit the liability of the shipowner to defray the expense of medical care and maintenance to a period which shall not be less than sixteen weeks from the day of the injury or the commencement of the sickness.

3. Provided also that, if there is in force in the territory in which the vessel is registered a scheme applying to seamen of compulsory sickness insurance, compulsory accident insurance or workmen's compensation for accidents, national laws or regulations may provide -

- (a) that a shipowner shall cease to be liable in respect of a sick or injured person from the time at which

that person becomes entitled to medical benefits under the insurance or compensation scheme;

- (b) that the shipowner shall cease to be liable from the time prescribed by law for the grant of medical benefits under the insurance or compensation scheme to the beneficiaries of such schemes, even when the sick or injured person is not covered by the scheme in question, unless he is excluded from the scheme by reason of any restriction which affects particularly foreign workers or workers not resident in the territory in which the vessel is registered.

Article 5.

1. Where the sickness or injury results in incapacity for work, the shipowner shall be liable -

- (a) to pay full wages as long as the sick or injured person remains on board -
- (b) if the sick or injured person has dependants, to pay wages in whole or in part as prescribed by national laws or regulations from the time when he is landed until he has been cured or the sickness or incapacity has been declared of a permanent character.

2. Provided that national laws or regulations may limit the liability of the shipowner to pay wages in whole or in part in respect of a person no longer on board to a period which shall not be less than sixteen weeks from the day of the injury or the commencement of the sickness.

3. Provided also that, if there is in force in the territory in which the vessel is registered a scheme applying to seamen of compulsory sickness insurance, compulsory

accident insurance or workmen's compensation for accidents, national laws or regulations may provide:

- (a) that a shipowner shall cease to be liable in respect of a sick or injured person from the time at which that person becomes entitled to cash benefits under the insurance or compensation scheme;
- (b) that the shipowner shall cease to be liable from the time prescribed by law for the grant of cash benefits under the insurance or compensation scheme to the beneficiaries of such schemes, even when the sick or injured person is not covered by the scheme in question, unless he is excluded from the scheme by reason of any restriction which affects particularly foreign workers or workers not resident in the territory in which the vessel is registered.

Article 6.

1. The shipowner shall be liable to defray the expense of repatriating every sick or injured person who is landed during the voyage in consequence of sickness or injury.

2. The port to which the sick or injured person is to be returned shall be -

- (a) the port at which he was engaged; or
- (b) the port at which the voyage commenced, or
- (c) a port in his own country or the country to which he belongs; or
- (d) another port agreed upon by him and the master or shipowner, with the approval of the competent authority.

3. The expense of repatriation shall include all charges for

the transportation, accommodation and food of the sick or injured person during the journey and his maintenance up to the time fixed for his departure.

4. If the sick or injured person is capable of work, the shipowner may discharge his liability to repatriate him by providing him with suitable employment on board a vessel proceeding to one of the destinations mentioned in paragraph 2 of this Article.

Article 7.

1. The shipowner shall be liable to defray burial expenses in case of death occurring on board, or in case of death occurring on shore, if at the time of his death the deceased person was entitled to medical care and maintenance at the shipowner's expense.

2. National laws or regulations may provide that burial expenses paid by the shipowner shall be reimbursed by an insurance institution in cases in which funeral benefit is payable in respect of the deceased person under laws or regulations relating to social insurance or workmen's compensation.

Article 8.

National laws or regulations shall require the shipowner or his representative to take measures for safeguarding property left on board by sick, injured or deceased persons to whom this Convention applies.

Article 9.

National laws or regulations shall make provision for securing the rapid and inexpensive settlement of disputes concerning the liability of the shipowner under this Convention.

Article 10.

The shipowner may be exempted from liability under Articles 4, 6 and 7 of this Convention in so far as such liability is assumed by the public authorities.

Article 11.

This convention and national laws or regulations relating to benefits under this Convention shall be so interpreted and enforced as to ensure equality of treatment to all seamen irrespective of nationality, domicile or race.

Article 12.

Nothing in this Convention shall affect any law, award, custom or agreement between shipowners and seamen which ensures more favourable conditions than those provided by this Convention.

Article 13.

1. In respect of the territories referred to in Article 25 of the Constitution of the International Labour Organisation, each member of the Organisation which ratifies this Convention shall append to its ratification a declaration stating:

- (a) the territories in respect of which it undertakes to apply the provisions of the Convention without modification;
- (b) the territories in respect of which it undertakes to apply the provisions of the Convention subject to modifications, together with details of the said modifications;
- (c) the territories in respect of which the Convention is inapplicable and in such cases the grounds on which it is inapplicable;

(d) the territories in respect of which it reserves its decision.

2. The undertakings referred to in sub-paragraphs (a) and (b) of paragraph 1 of this Article shall be deemed to be an integral part of the ratification and shall have the force of ratification.

3. Any Member may by a subsequent declaration cancel in whole or in part any reservation made in its original declaration in virtue of sub-paragraphs (b), (c) or (d) of paragraph 1 of this Article.

Article 14.

The formal ratifications of this Convention shall be communicated to the Secretary-General of the League of Nations for registration.

Article 15.

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Secretary-General.

2. It shall come into force twelve months after the date on which the ratifications of two Members have been registered with the Secretary-General.

3. Thereafter, this Convention shall come into force for any Member twelve months after the date on which its ratification has been registered.

Article 16.

As soon as the ratification of two Members of the International Labour Organisation have been registered, the Secretary-General of the League of Nations shall so notify all the members of the International Labour Organisation. He

shall likewise notify them of the registration of ratification which may be communicated subsequently by other Members of the Organisation.

Article 17.

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention first came into force, by an act communicated to the Secretary-General of the League of Nations for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 18.

At the expiration of each period of ten years after the coming into force of this Convention, the Governing body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the Agenda of the Conference the question of its revision in whole or in part.

Article 19.

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides :

(a) the ratification by a Member of the new

revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 17 above, if and when the new revising Convention shall have come into force;

- (b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

8. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 20.

The French and English texts of this Convention shall both be authentic".

"Draft Convention (No. 56) concerning sickness insurance for Seamen.

(116)

Sickness Insurance (Sea) Convention 1936 .

Article 1.

1. Every person employed as master or member of the crew or otherwise in the service of the ship, on board any vessel, other than a ship of war, registered in a territory for which this Convention is in force and engaged in maritime navigation or sea-fishing, shall be insured under a compulsory sickness insurance scheme.

2. Provided that any Member of the International Labour Organisation may in its national laws or regulations make such exceptions as it deems necessary in respect of -

- (a) persons employed on board vessels of public authorities when such vessels are not engaged in trade;

- (b) persons whose wages or income exceed a prescribed amount;
- (c) persons who are not paid a money wage;
- (d) persons not resident in the territory of the Member;
- (e) persons below or above prescribed age-limits;
- (f) members of the employer's family;
- (g) pilots.

Article 3.

1. An insured person who is rendered incapable of work and deprived of his wages by reason of sickness shall be entitled to a cash benefit for at least the first twenty-six weeks or one hundred and eighty days of incapability from and including the first day for which benefit is payable.

2. The right to benefit may be made conditional upon the completion of a qualifying period and of a waiting period of a few days to be counted from the beginning of the incapacity.

3. The cash benefit granted to the insured person shall never be fixed at a rate lower than that fixed by the general scheme of compulsory sickness insurance, where such a scheme exists but does not apply to seamen.

4. Cash benefit may be withheld -

(a) while the insured person is on board or abroad;

(b) while the insured person is maintained by the insurance institution or from public funds:

provided that in such case it shall only partially be withheld when the insured person has family responsibilities;

(c) while in respect of the same illness the insured person receives compensation from another source

to which he is entitled by law, so however, that in such case benefit shall only be wholly or partially withheld if and so far as such compensation is equal to or less than the amount of the benefit payable under the sickness insurance scheme.

3. Cash benefit may be reduced or refused in the case of sickness caused by the insured person's wilful misconduct.

Article 3.

1. The insured person shall be entitled free of charge, as from the commencement of his illness and at least until the period prescribed for the grant of sickness benefit expires, to medical treatment by a fully qualified medical practitioner, and to the supply of proper and sufficient medicines and appliances.

2. Provided that the insured person may be required to pay such part of the cost of medical benefit as may be prescribed by national laws or regulations.

3. Medical benefit may be withheld while the insured person is on board or abroad.

4. Whenever the circumstances so require, the insurance institution may provide for the treatment of the sick person in hospital and in such case shall grant him full maintenance together with the necessary medical attention and care.

Article 4.

1. When the insured person is abroad and by reason of sickness has lost his right to wages, whether previously payable in whole or in part, the cash benefit to which he would have been entitled had he not been abroad shall be paid in whole or in part to his family, until his return to

the territory of the Member.

2. National laws or regulations may prescribe or authorize the provision of the following benefits:

(a) when the insured person has family responsibilities a cash benefit additional to that provided for in Article 2;

(b) in case of the sickness of members of the insured person's family living in his home and dependent on him, aid in kind or in cash.

Article 5.

1. National laws or regulations shall prescribe the conditions under which an insured woman, while in the territory of the Member, shall be entitled to maternity benefit.

2. National laws or regulations may prescribe the conditions under which the wife of an insured man, while in the territory of the Member, shall be entitled to maternity benefit.

Article 6.

1. On the death of the insured person, a cash benefit of an amount prescribed by national laws or regulations shall be paid to the members of the family of the deceased or be applied for defraying the funeral expenses.

2. Where there is in force a pension scheme for the survivors of deceased seamen, the grant of the cash benefit provided for in the preceding paragraph shall not be compulsory.

Article 7.

The right to insurance benefit shall continue even in respect of sickness occurring during a definite period after the termination of the last engagement, which period shall be fixed by national laws or regulations in such a way as to cover

the normal interval between successive engagements.

Article 8.

1. The insured persons and their employers shall share, in providing the financial resources of the sickness insurance scheme.

2. National laws or regulations may provide for a financial contribution by the public authorities.

Article 9.

1. Sickness insurance shall be administered by self-governing institutions, which shall be under the administrative and financial supervision of the public authorities and shall not be carried on with a view to profit.

2. Insured persons, and in the case of insurance institutions set up specially for seamen under laws or regulations, the employers also shall participate in the management of the institutions under such conditions as may be prescribed by national laws or regulations, which may also provide for the participation of other persons concerned.

3. Provided that the administration of sickness insurance may be undertaken directly by the State where and so long as its administration by self-governing institutions is rendered difficult or impossible by reason of national conditions.

Article 10.

1. The insured person shall have a right of appeal in case of dispute concerning his right to benefit.

2. The procedure for dealing with disputes shall be rendered rapid and inexpensive for the insured person by means of special courts or any other method deemed appropriate under national laws or regulations.

Article 11.

Nothing in this Convention shall affect any law, award, custom, or agreement between shipowners and seamen which ensures more favourable conditions than those provided by this Convention.

Article 12.

1. In respect of the territories referred to in Article 55 of the Constitution of the International Labour Organisation, each member of the Organisation which ratifies this Convention shall append to its ratification a declaration stating:

- (a) the territories in respect of which it undertakes to apply the provisions of the Convention without modification;
- (b) the territories in respect of which it undertakes to apply the provisions of the Convention subject to modifications, together with details of the said modifications;
- (c) the territories in respect of which the convention is inapplicable, and in such cases the grounds on which it is inapplicable;
- (d) the territories in respect of which it reserves its decision.

2. The undertakings referred to in sub-paragraphs (a) and (b) of paragraph 1 of this Article shall be deemed to be an integral part of the ratification and shall have the force of ratification.

3. Any Member may by a subsequent declaration cancel in whole, or in part, any reservations made in its original declaration in virtue of sub-paragraphs (b), (c) or (d) of paragraph 1 of this Article.

Article 13.

The formal ratification of this Convention shall be communicated to the Secretary-General of the League of Nations for registration.

Article 14.

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Secretary-General.

2. It shall come into force twelve months after the date on which the ratifications of two Members have been registered with the Secretary-General.

3. Thereafter, this Convention shall come into force for any Member twelve months after the date on which its ratification has been registered.

Article 15.

As soon as the ratifications of two Members of the International Labour Organisation have been registered, the Secretary-General of the League of Nations shall so notify all the Members of the International Labour Organisation. He shall likewise notify them of the registration of ratifications which may be communicated subsequently by other Members of the Organisation.

Article 16.

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention first came into force, by an act communicated to the Secretary-General of the League of Nations for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 17.

At the expiration of each period of ten years after the coming into force of this Convention, the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the Agenda of the Conference the question of its revision in whole or in part.

Article 18.

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides,

(a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 16 above, if and when the new revising Convention shall have come into force.

(b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 19.

The French and English texts of this Convention shall both be authentic".

Between 1936 and 1945 little was done by the International Labour Office with regard to social security for seafarers. In 1945 however, the Joint Maritime Commission of the International Labour Organisation considered, at its 13th. Session, a note by the International Labour Office on social insurance. (117) (118) The note, which covered a variety of aspects of social insurance, stated that loss of effects and the legal position of Merchant Navy Prisoners of War were not being dealt with in the note. Of repatriation, the note stated that seventeen governments had ratified the Repatriation of Seamen Convention adopted in 1926, (112) but noted that several of the great maritime countries had not, namely Britain, the Netherlands, Norway, Sweden and the United States. On unemployment, the note mentioned that twenty-eight of the leading maritime countries, with the exception of the United States of America, had ratified the Unemployment Indemnity (Shipwreck) Convention of 1920. (119) Dealing with sickness, accident, invalidity and retirement insurance, the note stated that the Shipowner's Liability Convention of 1936, (115) had been ratified by the United States, Belgium and Mexico, but only one nation, Great Britain, had ratified the Sickness Insurance Convention of 1936. (116)

The note asked the Commission whether it would consider the desirability of approaching the Governing Body with a view to setting up a special committee to assist the International Labour Office in preparing a Seamen's Social Security Code and International Arrangements for -

- (a) Equality of treatment in fact for national and foreign resident seamen under social insurance laws;
- (b) Maintenance of rights for seamen under pension and accident insurance, in case of transfer of residence abroad; and
- (c) Continuity of protection under Shipowner's Liability and Social Insurance laws for seamen while serving on a ship registered in a country other than that in which the seaman resides.

In an appendix to their note, the International Labour Office made some observations on a suggested code for Social Security for Merchant Seamen, and suggested that it should follow the recommendations on income security and medical care, similar to the recommendations of the 26th. International Labour Conference held in Philadelphia in 1944, which dealt with Income Security, Social Security (Armed Forces), and Medical care. (120) It suggested that the recommendations should cover cash benefits in case of sickness, accident, invalidity and retirement, unemployment and medical care whether provided under an insurance scheme or through a public service. It also suggested that the recommendations should include the basic provisions of the shipowner's Liability (Sick or Injured Seamen) Convention, the Sickness Insurance (Sea) Convention, and the Unemployment Indemnity (Shipwreck) Convention. The appendix also included a table showing the principle maritime countries which had schemes for social insurance, and this table showed which schemes were in operation in the various countries.

Dealing with foreign seamen, the note stated that the underlying principle of the Shipowner's Liability (Sick or Injured Seamen) Convention and the sickness Insurance (Sea) Convention, was that there should be no discrimination against foreign seamen in these two important subjects, but unfortunately this was not the case. The note mentioned that there were cases in which non-resident seamen were entitled in principle to full equality of treatment, but because they were not resident, they were not in actual practice able to receive benefits, although they had paid their contributions. The note suggested that any Draft Convention adopted should lay down a rule that foreign seamen residing in a country under whose flag they sailed should be treated in the same way as national seamen for the purpose of the application of the Social Insurance laws of that country.

On the question of non-resident seamen, the note stated that the non-resident seaman was just as much in need of the benefits of social insurance as the resident seaman, and pointed out that, apart from the benefits for which the shipowner is liable, the right to other benefits is usually conditional on the regular payment of contributions, and of course these can only be paid while the man is on a ship belonging to a country other than that in which he resides. Therefore, if he is landed at a foreign port he is unable to make these contributions. The note went on to say that there were two ways of obviating this difficulty - One, that the shipowner should pay the same contribution for the non-resident seamen as he did for the resident seaman, plus

an accident insurance premium, and that the contribution should be transferred, through a clearing office, to the insurance institution of the country of residence, and that this insurance institution should make available the benefits to the individual seaman concerned. The second method was that the shipowner should pay contributions for a non-resident seaman at the rate of the contributions of the social insurance scheme of the country to which the seaman belonged. The rate of contribution would be indicated in the seaman's identification book and would be fixed as a percentage of his wages.

Finally, dealing with migrant seamen, the office suggested that where a seaman who, having been resident in one country and insured there, transfers his residence to another country, he should retain the rights he has been acquiring under pension insurance in the first country and have them counted together with the rights he will be acquiring in the second country; he should also retain in the second country the right to receive any pension, including an accident pension, already granted to him in the first country.

In January 1945, the Governing Body of the International Labour Office decided to place the question of Social Insurance on the agenda of the Maritime Preparatory Technical Conference. (121) The Governing Body also decided to set up a special committee to consider the whole question of social insurance for seamen. (121) This committee met in London in July 1945. (122) and had before it a report prepared by the International Labour Office, which compared the various

systems throughout the world, and which also included a
(123)
model scheme of Seafarers' Social Security. The main
provisions of the model scheme were:-

- (a) Insurance under the general Social Insurance Scheme supplemented by insurance under a special scheme for additional benefits in respect of contingency or needs peculiar to, or of particular importance for, seafarers;
- (b) transfer of the liability of the shipowner to a Seafarers' Insurance Fund administering a special scheme;
- (c) compensation in respect of all illness, incapacity (including consequent death) occurring during the agreement on the same terms, whether or not those contingencies could be proved to arise out of and in the course of employment;
- (d) individual equality of treatment for resident and non-resident seafarers (irrespective of nationality) for the purpose of the compensation referred to in (c) and, on behalf of seafarers not residing in the country of the ship, provision for continuity insurance under the appropriate scheme of their country of residence, subject to reciprocity.

(122)

On the model scheme there was much divergency of opinion. The seafaring members of the committee favoured the recommendations in section (b), while the representatives of the governments favoured the recommendations in section (c), but the whole committee was of the opinion that there was not sufficient agreement amongst the committee to enable them to

draw up a Draft Convention. The committee approved on the broad principle that there should be a scheme of social security for seafarers, but the shipping and government representatives were strongly against seamen being eligible for old age pensions at an earlier age than shore workers. The cash benefits which were proposed in the medical scheme were almost identical with those of the International Seamen's Charter (21) and produced the same difference of opinion. The shipping, and most of the government members, considered that seafarers should only be entitled to the same benefits as shore workers, plus maintenance should the seaman be left behind abroad through illness. The seafaring members, together with some government members, thought that the benefits payable to seamen should be higher than those of shore workers and that the pensions should be payable at the age of fifty-five if the seaman had concluded the qualifying period.

On the possibility of a Draft Convention, there was great divergence of opinion as to what should be included in the convention and no definite conclusions were agreed upon. Four governments thought that the following three provisions should be in any Draft Convention or Recommendation:-

- (a) Payment of at least eighty per cent of wages to seamen while abroad ill or incapacitated;
- (b) Provision of a retirement pension at a lower age than the normal pensionable age under the general scheme;
- (c) Provision of other benefits at least equal to that of benefits under the general scheme.

Following the discussions, the International Labour

Office drew up a set of provisions which they thought should be considered by the Maritime Preparatory Conference, having in mind a possible Draft Convention. The provisions (122) included :-

- (1) Minimum rates of benefits for seafarers in case of illness abroad, and retirement from sea service.
- (2) The benefits for seamen should not be less than those of shore workers.
- (3) Equality of treatment for foreign and non-resident seamen.

- (4) The maintenance of Migrant's Pension Rights Convention (124) of 1935 should be made applicable to seamen.

These proposals were considered by the Maritime Preparatory Conference at Copenhagen in November 1945 (125) and this conference decided to set up a special committee to consider these proposals, and the committee agreed that the question of Social Security for Seafarers should be placed on the agenda of the Maritime Session of the International Labour Conference to be held at Seattle in June 1946. The committee also adopted preliminary texts of - (1) A Draft Convention concerning the Social Security of Seafarers: (2) A Draft Convention concerning Seafarers' pensions: (3) A recommendation concerning reciprocal agreements relating to (125) social insurance for seafarers.

At the 28th. Session of the International Labour Conference held at Seattle in June 1946, the committee on Social Security considered the draft convention concerning Social Security of Seafarers, the Draft Convention concerning Seafarers' Pensions, the recommendation concerning Reciprocal Agreements Relating to Social Insurance for seafarers, and

a recommendation concerning Medical Care for seafarers' dependants. These were adopted and are as follows:- (125)

"Convention Concerning Social Security for Seafarers."

The General Conference of the International Labour Organisation,

Having been convened at Seattle by the Governing Body of the International Labour Office, and having met in its Twenty-eighth Session on 6th. June 1946, and -

Having decided upon the adoption of certain proposals with regard to social security for seafarers, which is the second item on the agenda of the Session, and -

Having determined that these proposals shall take the form of an International Convention, adopts this 28th. day of June of the year one thousand, nine hundred and forty-six, the following Convention which may be cited as the Social Security (Seafarers) Convention 1946:

Article 1.

1. In this Convention -

- (a) the term "seafarer" includes every person employed on board or in the service of any sea-going vessel, other than a ship of war, which is registered in a territory for which this Convention is in force;
- (b) the term "dependent" shall have the meaning assigned to it by national laws or regulations; and
- (c) the term "repatriation" means transportation to a port to which a seafarer is entitled to be returned in accordance with national laws or

regulations.

2. Any Member may in its national laws or regulations make any exceptions as it seems necessary in respect of -

- (a) persons employed on board or in the service of
 - (i) vessels of public authorities when such vessels are not engaged in trade;
 - (ii) coastwise fishing boats;
 - (iii) boats of less than twenty-five tons gross register tonnage;
 - (iv) wooden ships of primitive build such as dhows and junks; and
 - (v) in so far as ships registered in India are concerned and for a period not exceeding five years from the date of registration of the ratification of this Convention by India, home trade vessels of a gross register tonnage not exceeding 300 tons;
- (b) members of the shipowner's family;
- (c) pilots not members of the crew;
- (d) persons employed on board or in the service of the ship by an employer other than the shipowner, except radio officers or operators and catering staff;
- (e) persons employed in port who are not ordinarily employed at sea;
- (f) salaried employees in the service of a national public authority who are entitled to benefits at least equivalent on the whole to those provided for in this Convention;
- (g) persons not remunerated for their services or remunerated only by a nominal salary or wage;

(h) persons working exclusively on their own account.

3. Where any benefit provided for in this Convention is furnished otherwise than in virtue of national laws or regulations relating to the liability of the shipowner in respect of sickness, injury or death of seafarers, such further exceptions as are deemed necessary may be made in national laws, regulations or collective agreements in respect of the right to such benefit and any obligation to contribute of -

- (a) persons remunerated exclusively by a share of profits;
- (b) persons employed on board or in the service of fishing vessels for whom an exception is not already permitted under paragraph 2 (a) (ii) of this Article or on board or in the service of vessels engaged in hunting seals;
- (c) persons employed on board or in the service of whale catching, floating factory or transport vessels or otherwise for the purpose of whaling or similar operations under conditions regulated by the provisions of a special collective whaling or similar agreement determining the rates of pay, hours of work and other conditions of service concluded by an organisation of seafarers concerned;
- (d) persons employed on board or in the service of vessels which are not engaged in the transport of cargo or passengers for the purposes of trade; and
- (e) persons employed on board or in the service of vessels of less than 200 gross register tons.

Article 2.

1. Seafarers and their dependants who are resident and present in the territory of a Member shall be entitled in virtue of the seafarer's employment on board or in the service of vessels registered in the territory of that Member to the following benefits:

- (a) seafarers shall be entitled to medical benefit not less favourable in respect of conditions of award, extent and duration than that to which industrial workers are entitled; in so far as industrial workers are not entitled to medical benefit, seafarers shall be entitled to proper and sufficient medical care;
- (b) seafarers shall be entitled in respect of incapacity for work (whether due to employment injury or not) and in respect of unemployment and old age to cash benefits not less favourable in respect of conditions of award, amount and duration than those to which industrial workers are entitled; in so far as industrial workers are not entitled to cash benefits in respect of incapacity for work (whether due to employment injury or not) seafarers shall be entitled to such benefits at rates commensurate, having regard to the standard of living in the territory, with their needs and those of their dependants;
- (c) the dependants of a seafarer shall be entitled to medical benefit not less favourable in respect of conditions of award, extent and duration than that

to which the dependants of industrial workers are entitled;

- (d) on the death of a seafarer his dependants shall be entitled to cash benefits not less favourable in respect of conditions of award, amount and duration than those to which the dependants of industrial workers are entitled; in so far as the dependants of industrial workers are not entitled to cash benefits in the event of the death of the worker, the dependants of seafarers shall be entitled to such benefits at a rate commensurate, having regard to the standard of living in the territory, with their needs.

2. Where medical or cash benefits for seafarers and their dependants are provided under any special scheme, such special provisions (other than those resulting from shipowners' liability) shall be appropriately co-ordinated or integrated with any scheme which applies to industrial workers and their dependants and provides corresponding benefits not less favourable in respect of conditions of award, extent or amount and duration.

Article 3.

1. A seafarer resident in the territory in which the vessel is registered who is left behind in another territory by reason of injury in the service of the ship or sickness not due to his own wilful act shall be entitled to -

- (a) proper and sufficient medical care until he is cured or repatriated, whichever first occurs;
- (b) board and lodging until he is able to obtain suitable employment or is repatriated, whichever

first occurs; and

(c) repatriation.

3. Such a seafarer shall also be entitled to an allowance equal to one hundred per cent of his wages (exclusive of bonuses) until he is able to obtain suitable employment, or until he is repatriated or until the expiry of a period of a length prescribed by national laws or regulations or by collective agreement, which period shall not be less than twelve weeks, whichever event first occurs. If the prescribed period expires before the seafarer is able to obtain suitable employment or is repatriated, he or his dependants shall be entitled to any benefit under a scheme of compulsory social insurance or workmen's compensation which would be payable if the seafarer were present in the territory of registration. Any benefit payable to the seafarer or his dependants under such a scheme prior to the expiry of the prescribed period may be deducted from the allowance.

Article 4.

Arrangements for the maintenance of rights in course of acquisition by a person who, having ceased to be subject to a scheme of compulsory social insurance for seafarers, becomes subject to such a scheme for shoreworkers, or, having ceased to be subject to such a scheme for shoreworkers, becomes subject to such a scheme for seafarers, shall be made between the schemes concerned.

Article 5.

National laws and regulations relating to the liability of the shipowner in respect of sickness, injury or death of seafarers, compulsory insurance against employment injury or

workmen's compensation, compulsory sickness insurance and compulsory unemployment insurance shall ensure equality of treatment to seafarers and their dependants irrespective of nationality or race.

Article 6.

1. National laws and regulations relating to the liability of the shipowner in respect of sickness, injury or death of seafarers shall ensure equality of treatment to seafarers and their dependants whether or not they reside in the territory in which the vessel is registered.

2. Where the laws or regulations of a Member relating to the liability of shipowners do not entitle seafarers resident outside its territory to the benefits prescribed in paragraph 1 of this Article 3, the Member shall provide these benefits by other laws or regulations.

Article 7.

1. The laws and regulations of a Member relating to medical and cash benefits in case of employment injury shall not impose on seafarers or their dependants resident in the territory of any other Member for which this Convention is in effective operation any condition or limitation which does not apply equally to seafarers and their dependants resident in the territory of the first Member.

2. Provided that no such benefits and no contributions towards the cost of such benefits shall be payable under the scheme in force in the territory of the first Member if they are payable in respect of such seafarers under any scheme in force in the territory of the second Member.

Article 8.

In order to facilitate continuity of insurance and to eliminate double contributions and double benefits, Members may enter into agreements providing that nationals or residents of one Member employed on board or in the service of a vessel registered in the territory of another Member shall be subject to an insurance or compensation scheme of the first Member and therefore excluded from the corresponding scheme of the second Member.

Article 9.

Nothing in this Convention shall affect any law, award, custom or agreement between shipowners and seafarers which ensures to the seafarers conditions more favourable than those provided for by this Convention.

Article 10.

1. Effect may be given to paragraph 3 of Article 3 of this Convention by (a) laws or regulations; (b) collective agreements between recognised associations of shipowners or shipowners and recognised associations of seafarers which cover all seafarers to whom the said paragraph applies; or (c) a combination of laws or regulations and collective agreements between recognised associations of shipowners or shipowners and recognised associations of seafarers which cover all seafarers to whom the said paragraph applies.

Except as may be otherwise provided herein, the provision of this Convention shall be made applicable to every vessel registered in the territory of the ratifying Member and to every person engaged on any such vessel.

2. Each Member ratifying this convention shall supply to the Director of the International Labour Office information on the measures by which the Convention is applied, including particulars of any collective agreements which give effect to any of its provisions and are in force at the date when the Member ratifies the Convention.

3. Each Member ratifying the Convention undertakes to take part, by means of a tripartite delegation, in any committee representative of Governments and shipowners' and seafarers' organisations and including in an advisory capacity representatives of the Joint Maritime Commission of the International Labour Office which may be set up for the purpose of examining the measures taken to give effect to the Convention.

4. The Director will lay before the said committee a summary of the information received by him under paragraph 2 above.

5. The Committee shall consider whether the collective agreements reported to it give effect to the provisions of the Convention. Each member ratifying the Convention undertakes to give consideration to any observations or suggestions concerning the application of the Convention made by the Committee and further undertakes to bring to the notice of the organisations of employers and of workers who are parties to any of the collective agreements mentioned in paragraph 1, any observations or suggestions of the aforesaid committee concerning the degree to which such agreements give full effect to the provisions of the Convention.

Article 11.

The formal ratifications of this Convention shall be communicated to the Director of the International Labour Office for registration.

Article 12.

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Director.

2. It shall come into force six months after the date on which there have been registered ratifications by seven of the following countries: United States of America, Argentine Republic, Australia, Belgium, Brazil, Canada, Chile, China, Denmark, Finland, France, United Kingdom of Great Britain and Northern Ireland, Greece, India, Ireland, Italy, Netherlands, Norway, Poland, Portugal, Sweden, Turkey and Yugoslavia, including at least four countries each of which has at least one million gross register tons of shipping. This provision is included for the purpose of facilitating and encouraging early ratification of the Convention by Member States.

3. Thereafter, this Convention shall come into force for any Member six months after the date on which its ratification has been registered.

Article 13.

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention comes into force, by an act communicated to the Director of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 14.

1. The Director of the International Labour Office shall notify all the Members of the International Labour Organisation of the registration of all ratifications and denunciations communicated to him by Members of the Organisation.

2. When notifying the Members of the Organisation of the registration of the last of the ratifications required to bring the Convention into force, the Director shall draw the attention of the Members of the Organisation to the date upon which the Convention will come into force.

Article 15.

The Director of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications and acts of denunciation registered by him in accordance with the provisions of the preceding articles.

Article 16.

At the expiration of each period of ten years after the coming into force of this Convention, the Governing Body of

the International Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the Agenda of the Conference the question of its revision in whole or in part.

Article 17.

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides -

(a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 13 above, if and when the new revising Convention shall have come into force.

(b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 18.

The English and French versions of the text of this Convention are equally authoritative."

"Recommendation Concerning Agreements Relating to the
(126)
Social Security of Seafarers".

The General Conference of the International Labour Organisation,

Having been convened at Seattle by the Governing

body of the International Labour Office, and
having met in its Twenty-eighth Session on
6th. June 1946, and

Having decided upon the adoption of certain
proposals with regard to agreements relating to
social security for seafarers, which is included
in the second item on the agenda of the Session,
and

Having determined that these proposals shall take
the form of a Recommendation,

adopts this 28th. day of June of the year one thousand,
nine hundred and forty six the following Recommendation,
which may be cited as the Seafarers' Social Security
(Agreements) Recommendation, 1946.

The Conference recommends the Members of the
Organisation to apply the following principles and to inform
the International Labour Office, as requested by the Governing
Body, concerning the measures taken to give effect to these
principles;

1. Members should enter into agreements so as to ensure
that seafarers belonging to one country and employed on
board or in the service of a vessel of another country either
remain subject to the schemes of compulsory social insurance
or workmen's compensation of their own country or are subject
to the corresponding schemes of the other country.
2. Such agreements might provide, for example, for Members
to act as agents for one another in taking claims, obtaining
necessary evidence and making payments or providing services
as benefits to seafarers or dependants of seafarers entitled
to benefit under the social insurance laws of one Member but

present in the territory of another Member; or for the transfer of contributions; or for the application of the provisions of the Maintenance of Migrants' Pension Rights Convention, 1935 ; or for a combination of such methods.

3. Where seafarers residing in the territory of one Member and employed on board or in the service of vessels registered in the territory of another Member, suffer employment injuries and are not protected either by a workmen's compensation scheme or by any alternative scheme, the second Member should take steps to secure that they are fully protected, either by entering into agreements with the first Member, or otherwise.

4. Where the shipowners of a Member enter into collective agreements providing for seafarers residing in its territory, benefits supplementary to those prescribed by its laws or regulations and employ seafarers residing in the territory of another Member, the same supplementary benefits should be extended to such non-resident seafarers."

"Recommendation Concerning Medical Care for Seafarers'
Dependants" (136)

Dependants .

The General Conference of the International Labour Organisation,

Having been convened at Seattle by the Governing Body of the International Labour Office, and having met in its Twenty-eighth Session on 6th. June 1946, and

Having decided upon the adoption of certain proposals with regard to medical care for seafarers' dependants which is included in the second item on the agenda of the Session, and

Having adopted the Social Security (Seafarers) Convention, 1946, and having decided to supplement the provisions of this Convention by a Recommendation, adopts this 28th. day of June of the year one thousand, nine hundred and forty-six the following Recommendation, which may be cited as the Seafarers (Medical Care for Dependents) Recommendation, 1946:

The Conference recommends that Members of the Organisation should endeavour to provide proper and sufficient medical care for the dependents of seafarers pending the development of a medical care service which would include within its scope workers generally and their dependents and should inform the International Labour Office, as requested by the Governing Body, concerning the measures taken for this purpose."

(127)

"Convention Concerning Seafarers' Pensions"

The General Conference of the International Labour Organisation,

Having been convened at Seattle by the Governing Body of the International Labour Office, and having met in its Twenty-eighth Session on 6th. June 1946, and,

Having decided upon the adoption of certain proposals with regard to seafarers' pensions, which is included in the second item on the agenda of the Session, and Having determined that these proposals shall take the form of an International Convention,

adopts this 28th. day of June of the year one thousand, nine hundred and forty-six the following Convention which may be cited as the Seafarers' Pensions Convention, 1946.

Article 1.

In this Convention the term "seafarer" includes every person employed on board or in the service of any sea-going vessel, other than a ship of war, which is registered in a territory for which the Convention is in force.

Article 2.

1. Each Member of the International Labour Organisation for which this Convention is in force shall, in accordance with national laws or regulations, establish or secure the establishment of a scheme for the payment of pensions to seafarers on retirement from sea service.

2. The scheme may embody such exceptions as the Member deems necessary in respect of -

(a) persons employed on board or in the service of

- (i) vessels of public authorities when such vessels are not engaged in trade;
- (ii) vessels which are not engaged in the transport of cargo or passengers for the purpose of trade;
- (iii) fishing vessels;
- (iv) vessels engaged in hunting seals;
- (v) vessels of less than 200 gross register tons;
- (vi) wooden ships of primitive build such as dhows and junks;
- (vii) in so far as ships registered in India are concerned and for a period not exceeding five years from the date of the registration of the ratification of the Convention by India, home-trade vessels of a gross register tonnage not exceeding 300 tons.

- (b) members of the shipowner's family.
- (c) pilots not members of the crew;
- (d) persons employed on board or in the service of the ship by an employer other than the shipowner, except radio officers or operators and catering staff;
- (e) persons employed in port who are not ordinarily employed at sea;
- (f) salaried employees in the service of a national public authority who are entitled to benefits at least equivalent on the whole to those provided for in this Convention;
- (g) persons not remunerated for their services or remunerated only by a nominal salary or wage, or remunerated exclusively by a share of profits;
- (h) persons working exclusively on their own account;
- (i) persons employed on board or in the service of whale catching, floating factory or transport vessels or otherwise for the purpose of whaling or similar operations under conditions regulated by the provisions of a special collective whaling or similar agreement determining the rates of pay, hours of work and other conditions of service concluded by an organisation of seafarers concerned;
- (j) persons not resident in the territory of the Member;
- (k) persons not nationals of the Member.

Article 3.

1. The scheme shall comply with one of the following conditions:

(a) the pensions provided by the scheme -

(i) shall be payable to seafarers having completed a prescribed period of sea service on attaining the age of fifty-five or sixty years as may be prescribed by the scheme; and

(ii) shall, together with any other social security pension payable simultaneously to the pensioner, be at a rate not less than the total obtained by computing for each year of his sea service, one and a half per cent. of the remuneration on the basis of which contributions were paid in respect of him for that year if the scheme provides pensions on attaining the age of fifty-five years or two per cent. of such remuneration if the scheme provides pensions at the age of sixty years; or

(b) the scheme shall provide pensions the financing of which, together with the financing of any other social security pension payable simultaneously to the pensioner and any social security benefits payable to the dependants (as defined by national laws or regulations) of deceased pensioners, requires a premium income from all sources which is not less than ten per cent. of the total remuneration on the basis of which contributions are paid to the scheme.

2. Seafarers collectively shall not contribute more than half the cost of the pensions payable under the scheme.

Article 4.

1. The scheme shall make appropriate provision for the maintenance of rights in course of acquisition by persons ceasing to be subject thereto or for the payment to such persons of a benefit representing a return for the contributions credited to their account.

2. The scheme shall grant a right of appeal in any dispute arising thereunder.

3. The scheme may provide for the forfeiture or suspension of the right to a pension in whole or in part if the person concerned has acted fraudulently.

4. The shipowners and the seafarers who contribute to the cost of the pensions payable under the scheme shall be entitled to participate through representatives in the management of the scheme.

Article 5.

The formal ratifications of this Convention shall be communicated to the Director of the International Labour Office for registration.

Article 6.

1. The Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Director.

2. It shall come into force six months after the date on which there have been registered ratifications by five of the following countries: United States of America, Argentine Republic, Australia, Belgium, Brazil, Canada, Chile, China, Denmark, Finland, France, United Kingdom of Great Britain and Northern Ireland, Greece, India, Ireland, Italy, Netherlands,

Norway, Poland, Portugal, Sweden, Turkey and Yugoslavia, including at least three countries each of which has at least one million gross register tons of shipping. This provision is included for the purpose of facilitating and encouraging early ratification of the Convention by Member States.

3. Thereafter this Convention shall come into force for any Member six months after the date on which its ratification has been registered.

Article 7.

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention comes into force, by an act communicated to the Director of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 8.

1. The Director of the International Labour Office shall notify all the Members of the International Labour Organisation of the registration of all ratifications and denunciations communicated to him by the Members of the Organisation.

2. When notifying the Members of the Organisation of the registration of the last of the ratifications required to bring the Convention into force, the Director shall draw the attention of the Members of the Organisation to the date upon which the Convention will come into force.

Article 9.

The Director of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications and acts of denunciation registered by him in accordance with the provisions of the preceding Articles.

Article 10.

At the expiration of each period of ten years after the coming into force of this Convention, the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

Article 11.

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides,

- (a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 7 above, if and when the new revising Convention shall have come into force;
- (b) as from the date when the new revising Convention

comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 12.

"The English and French versions of the text of this Convention are equally authoritative".

The efforts made by the International Labour Organisation to secure social security for seafarers have been outlined above. The only other international effort to formulate a code of social security for seafarers was made by a Joint Conference of the International Mercantile Marine Officers' Association, which includes the International Federation of Radio Officers and the Seamen's Section of the International Transport Workers' Federation. This Association drew up an International Seafarers' Charter, in London in July 1944 ⁽²¹⁾. The representatives of twelve countries adopted the proposals contained in the Charter. Dealing with social security, the Charter recommended:-

"Although the seafarers are in favour of the widest possible statutory scheme of social services applicable to the whole of the population, they wish to observe that the special character of the shipping industry calls for special provisions. The question arises whether it would not be desirable to treat shipping as a more or less distinctive sector within the framework of a comprehensive scheme of social insurance.

In the shipping industry the position is, generally, that the shipowner is responsible for a seaman's maintenance during the time, or at least part of the time, he is

away from the home country.

It is very important that seafarers shall come under the same regulations regardless of the flag of the ship. Such equality would entail another great advantage: it would make it possible to conclude reciprocity agreements between countries with a view, either, to including one another's subjects in the social insurance scheme of the country employing them, so that they may continue to belong to the social insurance scheme of their own country.

During the war especially great progress has been made in various countries in respect of social provisions for seamen. It is unthinkable that this progress should be undone again. The seafarers would resist any such attempt with the greatest vigour.

The countries lagging behind in this domain should be raised to a higher level in the shortest possible time. No weight should be given to the argument that the seamen would then occupy a privileged position. It is indeed self-evident that in all countries the workers will demand in the field of social insurance a fairer deal than they have had in the past when through circumstances beyond their control they have not been able to make their living by working.

It is conceivable that even with continuous employment and existence of ^a men-power pool there may be cases of seamen being unemployed and dependent upon other sources for maintenance. In such cases the maintenance allowance should amount to 70 per cent. of their last earned wages.

In case of accidents, full wages shall be paid during complete incapacitation until recovery. Upon recovering,

followed by permanent incapacitation, a pension shall be paid of not less than 50 per cent. of the last earned wage. Where recipients of invalidity pensions have income from employment the pension may be temporarily reduced. Medical treatment, hospital expenses and maintenance abroad, as well as costs of repatriation, shall be a charge upon the ship.

In case of death due to an accident, a widow's pension shall be paid equal to 50 per cent. of the deceased's wages, plus 10 per cent. in respect of each child, subject to a maximum pension of 90 per cent. Percentages should also be fixed for other surviving dependants.

Death or invalidity due to occupational disease should be equated with accident.

In case of sickness, including V.D., full wages shall be payable until arrival of the seafarer in the home port. Medical attention, hospital treatment, maintenance abroad and repatriation shall be a charge on the ship. On arrival in the home port 50 per cent. of wages shall be paid as sick pay. In case of sickness in the home port 50 per cent. of wages shall also be paid.

Seafarers shall retire at the age of 55. The amount of pension shall be a pro rata of the years of service with a minimum of 50 per cent. of wages after 15 years of service.

In case of death of a retired seafarer, the widow shall be entitled to 75 per cent. of the deceased's pension, plus 5 per cent. in respect of each child under 18, subject to a maximum of 90 per cent. of the deceased's pension.

In case of premature invalidity from causes other than an accident, there shall be title to an invalidity pension equal to 50 per cent. of wages.

Seafarers shall have a statutory claim to replacement, at the owners' expense, of effects lost owing to ship-wreck or otherwise through no fault of the man concerned.

Compensation should be based on a standard list of effects ordinarily carried and calculated according to the cost prices obtaining in the country from which the man sails.

Similar provisions should be made for loss of carpenters' tools and officers' instruments and technical books.

In case of unemployment following ship-wreck, whether a ship is lost or not, wages should be paid up to two months at the owner's expense.

Apart from repatriation after recovery from illness, seafarers may also be signed off abroad, at their own wish or that of the ship, on expiry of articles. In both cases repatriation with payment of full wages until arrival in the home port, should be at the owners' expense.

Where merchant seamen are detained as prisoners of war or are interned abroad, they should be entitled to compensation equal to their basic rate of pay.

This compensation should be paid into an account opened in the name of the man concerned. From this account sums to be transferred to the man concerned as pocket money or payments to be made to dependents for which he has given authorization in writing. The balance of the account should be held for the man until his return from internment.

In calculating the payments under the provisions of this section, the value of payments in kind should be taken into account.

The premiums payable by seafarers in respect of unemployment, sickness and retirement benefits should be

fixed nationally.

Seafarers' trade union organisations should press for a national minimum wage applicable to all workers having attained the age of 21, including seafarers.

Where benefits - e.g., for premature invalidity - are inadequate for a proper standard of life, provisions should be made for the necessary adjustment."

DISCUSSION AND RECOMMENDATIONS.

The social security arrangements for seafarers and for the community in Great Britain have been reviewed. They show that Great Britain has been, in many ways, a pioneer in this field, and that the social security arrangements afforded to the people in general and the seafarers in particular have greatly improved during the present century.

(99)

Under the new National Insurance Scheme, the benefits available to all are very good and are a very definite step towards the goal of any social security scheme - abolition of want. The benefits under the new scheme are, at the present day, good, but the cost of living may increase and therefore the cash benefits payable will require to be kept constantly under review. Seafarers are also required to contribute towards this scheme, and although they may not derive as many benefits from the scheme as the residents within the country, there are other social security arrangements peculiar to seamen which might quite well be financed out of the National Insurance Scheme to offset any disadvantages appertaining to the seamen.

In the International Convention on Social Security for Seafarers (125) it is recommended that seafarers who are

resident and employed on board a ship belonging to the country in which they are resident shall be entitled to medical benefit not less favourable in respect of conditions of award, extent and duration, than that to which industrial workers of that same country are entitled, and the same provisions are made for incapacity whether due to employment injury or not, and to awards to dependants on the death of the seaman. In addition to these benefits, it is recommended that where schemes for benefit under any of the above headings are not available, special schemes for seamen should be instituted. Where medical or cash benefits for seafarers and their dependants are provided under any special scheme, such special provision shall be properly co-ordinated or integrated with any scheme which applies to industrial workers and their dependants, and provides corresponding benefits not less favourable in respect of conditions of award, extent or amount, and duration.

The Convention then goes on to state that if a seaman is left behind in another territory by reason of sickness or injury, he shall be entitled to one hundred per cent. of his wages, exclusive of bonuses, proper medical care, board and lodging, and repatriation. If, however, he is not fit for work or has not been repatriated within a prescribed time, the Convention recommends that he should be entitled to any benefit under a scheme of compulsory social insurance or workmen's compensation which would be payable if the seafarer were present in the territory of registration of the ship. Article 5 of the Convention recommends that non-resident seafarers should receive equal treatment with resident seafarers, and Article 6 recommends that nationals or members of one member,

employed on board or in the service of a vessel registered in the territory of another member, should be subject to an insurance or compensation scheme of the first member, and therefore excluded from the corresponding scheme of the second member.

In the International Recommendation Concerning Agreements Relating to Social Security for Seafarers (185) it is recommended that nationals employed on board a ship belonging to some other country should remain subject to the schemes of compulsory social insurance or workmen's compensation of their own country, and it makes suggestions for countries to act as agents for one another, and that where a seafarer, belonging to a country where no scheme of social insurance or workmen's compensation is in operation, is injured on board a ship belonging to a country which has such schemes, then the second country should take steps to secure that arrangements are made for the care and maintenance of the seaman.

In the International Recommendation concerning Medical Care for Seafarers' Dependents (186) it is recommended that the members of the Organisation should endeavour to provide proper and efficient medical care for the dependents of seafarers.

In the Convention Concerning Seafarers' Pensions (187) it is recommended that pensions be provided at the age of 55 or 60, and the rates of pensions are laid down.

Finally, in the International Seafarers' Charter (21) it is recommended that for all questions of medical care, social insurance etc., seafarers should come under the same regulations, regardless of the flag of the ship. It is also recommended that unemployed seamen should receive seventy per cent. of their last earned wages, and that full wages should

be paid during complete incapacity until recovery. Upon recovery from the acute phase of an illness or accident, should a permanent incapacity result, a pension should be paid of not less than sixty per cent. of the last earned wages. The Charter goes on to recommend high pensions in the case of sickness, death, premature invalidity, and retiral pensions.

Briefly, the recommendations of the International Labour Office amount to:-

1. British seamen, for example, employed on a British ship, and their dependants, shall be entitled to the full benefits of the National Insurance Scheme operating ashore.
2. A British seaman, employed on a British ship, who takes sick and is left behind in a foreign country shall be entitled to proper medical care, board and lodging, repatriation and one hundred per cent. of his wages, exclusive of bonuses, and these benefits will continue to be made payable to the seaman for a prescribed period. If the prescribed period expires before the seafarer is able to maintain himself, he will then derive the benefits of the social insurance scheme operating in Britain.
3. British seamen employed on foreign ships shall receive the benefits mentioned above.
4. Various countries may enter into arrangements whereby a seaman of one country, employed on board a ship of another country, continues to enjoy the benefits of social insurance of his own country, even although he is employed on board a ship of the second country.
5. Efficient medical care should be provided for dependants of seafarers by the governments of all countries, even although this is not generally available for the community as a whole.

6. Pensions should be available at the age of 55 or 60, and these pensions should be in addition to any pension available to the seafarer under the social insurance scheme operating within his own country.

Should these schemes for the seafarer be put into operation he would indeed be a privileged subject, because there is no other industrial group for which such reciprocal arrangements with foreign countries have been made. Of course, it could be stated that there are no other industrial groups which have such a constant and large proportion of their members engaged outwith their home country, nor do other members of industries live with their employment just as the seaman does. When a seaman finishes duty at sea he cannot sever the connection with his port, and therefore special consideration to his problem is necessary.

The solution to the problem of the British Seaman employed on a British ship is apparently simple. Through Consuls in the various foreign countries, the social security scheme for Britain could be applied to all seamen. Difficulties, however, might arise in providing social security arrangements and medical care and attention for British seamen employed on foreign ships. The solution would appear to lie in an international agreement that British seamen might continue to pay their contributions towards social security to the British Consul in the home port of the foreign ship in which they were employed, and should they fall sick, become chronic invalids or retire, then they would derive the benefits of the British social security scheme. Similarly, if a British seafarer was employed on a foreign ship for a certain period and then decided to transfer back to a

ship employed in the British Merchant Service, his contributions to the National Insurance Scheme in operation in Great Britain would be continuous. Any additional pensions schemes in operation for seafarers in foreign countries could be contributed to by the British seafarer should he wish, and would go to augment the pension or allowances available to him from the British scheme.

Arrangements whereby the care and maintenance of foreign seamen taking sick within this country would require to be met by the government of the national concerned, could be made. With regard to the suggestions contained in the (21) International Seafarers' Charter, the rates of pensions, allowances during sickness, and age of retirement, would require further consideration and modification.

WILFRED OF MERCHANT

STAMEN.

In this section I propose to deal with the arrangements which have been made in Britain for the Welfare of Merchant Seamen (1) prior to 1940; (2) Since 1940; and (3) The efforts of the International Labour Organisation to promote welfare for Merchant Seamen.

Prior to 1940, the welfare of Merchant Seamen, both ashore and afloat, was undertaken almost exclusively by the Voluntary Organisations. Some of these societies have been in existence for over a hundred years. The earliest of these was the Port of London Society, which was founded in 1818, and which, in 1838, became merged into the British Sailors' Society. (128) The Sailors' Home and Red Ensign Club was formed in 1880. (129) and the Missions to Seamen was founded in 1888 by Dr. John Ashley. (130) These Societies and many others - The Apostleship of the Sea, the London City Mission, the Seamen's Christian Friend Society, the Sailors' Home, Glasgow, The Mariners' Friend Society - all had a religious background, emphasised in some more than in others. All did good work, all were deeply interested in the welfare of the Merchant Seamen, but all worked as individual units. Broadly speaking, the facilities offered by these societies were similar - provision of sleeping accommodation, meals, and reading and writing rooms. Religious services were conducted in the hostels and homes run by these societies by Missionaries, who were employed either full or part time.

Why did such organisations come into being?

Some fifty years ago the answer to this question would have been found in a consideration of:-

- (a) The type of men who were employed in the Merchant Service.
- (b) Conditions on board Merchant Ships.
- (c) Conditions ashore - especially in the dock area.
- (d) The problem of soliciting and enticing.
- (e) Alcoholism.
- (a) The Type of men who were employed in the Merchant Service.

Many of the men engaged on board Merchant ships had joined the Merchant Service of their own volition. Others had run away from home, some with a sense of adventure, some to escape from home conditions, and some to escape from the arms of the law. Life at sea was hard, and the sea bred a type of man who, although worldly wise in many ways, was often the victim of (1) unscrupulous rogues ashore.

(b) Conditions on board Merchant Ships.

The conditions under which the men lived while on board ship were poor. In the forecastle, which was his home, the seaman had his meals, slept, washed, rested and entertained himself.

"The amount of space laid down by the Merchant Shipping Act of 1894 is twelve superficial feet and seventy-two cubic feet per man; in other words a space measuring:-

6 feet in length,

2 feet in height, and

2 feet in breadth.

a space which he is entitled to demand for his own grave. Picture, then, a man sitting, eating, reading, writing (frequently even during the day, by the aid of a paraffin

lamp), smoking - usually the heaviest of tobacco, spitting, washing his clothes and person, and sleeping in his own grave. Were he actually in his own grave, the walls of his cubicle would be drier than those of the fore-castle, which is only too frequently streaming with moisture, the result of condensation of the vaporous exhalations of its combined inhabitants. In this space, also, is frequently to be found different articles of ship's gear, tending still further to reduce the breathing room, as also to contribute other (181) noxious odours . "

Sanitary conditions were primitive. The hours worked were long and arduous. Fresh vegetables, fresh bread, fresh (182) meat and well cooked meals were unknown . Wireless on board ships was non-existent and therefore contact with the shore was impossible once the ship had put to sea. Facilities for contacting relatives and for payment of allotments were very poor and ships often sailed on voyages of indefinite duration.

(c) Conditions ashore - especially in the dock area.

When a ship docked she was immediately boarded by boarding-house keepers, crimps, etc. who enticed the men, where possible, to desert their ships, and who extracted "blood money" from the various masters in return for providing them with a new crew. Opportunities were made available by these boarding-house keepers and others for the Merchant Seamen, when they were allowed ashore, to indulge in all forms of dissipation, during which, in many cases, (1) the men were robbed and left destitute . The slums of the town were usually situated round the dock area, and in these slums were the drinking dens and brothels to which the

Seamen were enticed by the crimps and boarding-house keepers.

(1)

(3) Soliciting and Enticing.

These practices were openly carried out in most dock areas. Women made a point of finding out when ships were due and waited on the dockside for the men to come ashore. These women knew where the seamen could obtain liquor at all hours, and in these dens, the men more often than not were robbed of their savings.

(1)

(c) Alcoholism.

Many of the men had been at sea for long periods without having had an issue of beer or spirits. Some of these men had not been allowed ashore in the foreign ports at which their ships had called. When they reached home and were paid off, they made straight to the closest bars and indulged in an orgy of drinking.

Taking all these factors together, it was indeed fortunate for the Merchant Service that the voluntary organisations did arise and did so much to help the Merchant Seaman. In providing shelter, beds and often free meals, the voluntary societies did much to help him, and although in many cases a religious atmosphere was prevalent in the home or hostel, it was required and was a good thing.

Such was the state of affairs existing in the Merchant Service at the beginning of the 20th. Century, but with the advent of the steamship, and later the oil burner - with the advent of the large passenger liner - with the practice of ships returning to a home port - with the introduction of legislation to improve conditions in the Merchant Service, (Merchant Shipping Acts of 1894, (14) and

(3)
1906, and the Merchant Shipping (Seamens' Allotments) Act
(133)
of 1911), - a change for the better has occurred in the
Service, not only afloat but ashore. To illustrate this,
let us consider conditions in the Service since 1920. Let
us briefly consider once again the five points dealt with
above.

(a) The type of men who were employed in the Merchant Service.

The steam and oil burning ships have introduced new types
of men, the engineer, the greaser and the stoker, all of
whom require a certain amount of training. The large passenger
liner has been responsible for the employment of thousands of
stewards - men who require to be well spoken and of good
appearance. These factors, together with compulsory education
(134)
for all, have helped to raise the standard of the men in
the Merchant Service.

(b) Conditions on board Merchant Ships.

Since the beginning of the 20th. Century, partly
because of new legislation, and partly because of the
enlightened attitude of shipowners to conditions at sea, crews'
accommodation and welfare arrangements afloat have been
steadily improving. The Merchant Shipping Acts of 1894 and
1906 lay down certain standards for crews' accommodation, and
the Board of Trade, from time to time, has issued instructions
to surveyors suggesting improvements in crews' accommodation. (135)

Radio is now installed in nearly all ships, so that
contact with the shore can be maintained, and advance warning
of gales may be obtained. Hospitals are provided on board
many ships. (136) Refrigerators are carried, thus enabling men
to have fresh meat and vegetables throughout the voyage. The

Days of hard tack and dried vegetables are gone. Working hours on board have been shortened, and facilities whereby men can make allotments to their families while they themselves are at sea are excellent. (133)

All these improvements have gone to make the lot of the Merchant Seaman very much happier and more comfortable than that of his predecessor of the 19th. Century.

(c) Conditions ashore - especially in the dock area.

The improvements which have taken place in the dock areas have, unfortunately, not progressed as quickly as might be desired. It is true that Local Authorities have taken vigorous action with regard to slum clearance, but unfortunately many slums and the evils that go with slums are still in existence round most of the docks in Great Britain. Fortunately, a new set of circumstances has arisen which, in some measure, has offset the menace of the slums. Many ships have what is known as a "home port". The crews are signed-on in a certain port and their ship returns to that port, thus enabling the members of the crew to establish permanent residence in that district. Where the ship does not return to her home port, and the crew are paid off at some other port than the port of engagement, they are entitled to free railway warrants or railway tickets at reduced rates to their home. This scheme was introduced in 1919 by the Shipping Control Committee of the Ministry of Shipping, and in all Articles of Agreement there is now inserted the following clause:-

"In the event of the engagement of any member of the crew originally made in the U.K. terminating in the U.K., through no act or fault of his own, at a port other than the

port at which he is engaged, he shall be entitled upon notifying his desire at the time of his discharge to a free ticket by such train as may be selected by the owner or his representative to his port of engagement, or, if preferred, to his home, when nearer.

Provided that:-

(i) A seaman who is discharged by mutual consent before completion of the voyage is not entitled to a free railway pass.

(ii) If the Master, on the termination of a voyage in the United Kingdom, offers a seaman immediate and continuous employment in the same, or in a not inferior capacity on board ship, under the National Maritime Board Wages and conditions, the seaman shall not be entitled to a railway fare, if he refuses the Master's offer. If the Master terminates the seaman's employment before the voyage begins, he shall then be entitled to his railway fare."

The result of this is that men are not left to drift around in ports for long periods. Men have a home to go to and are no longer the easy prey for boarding-house keepers, prostitutes, etc., so much so that the boarding-house keeper as such of the 19th. Century has practically disappeared. His disappearance as a social menace was accelerated by the passing of the Merchant Shipping Act of 1894. Section 214, Sub-section 5 of this Act reads:-

"Whenever Her Majesty in Council orders that in any district or any part thereof none but persons duly licensed in pursuance of bye-laws under this section shall keep seamen's lodging houses or let lodgings to seamen from a date therein named, a person acting in contravention of that

order shall for each offence be liable to a fine not exceeding One Hundred Pounds."

(137)

Prostitution has decreased, and the various drinking dens have been forced to close, not only by legislation but through lack of support.

(138)

In most ports the Voluntary Societies have well established hostels where men can obtain lodgings, meals and other recreational facilities, and some have facilities for payment of allotments to dependants, and a poste restante service.

(d) Soliciting and Enticing.

This has decreased for several reasons. The men have homes to go to, social conditions have improved, general education has improved, streets are well lit, drinking dens have been closed, and legislation has been passed which imposes heavy fines on brothel keeping and procuration for immoral purposes.

(139)

(e) Alcoholism.

Statistics show that intemperance in general has been decreasing during the present century. Licencing laws and Bye-Laws have helped a great deal in this connection and, as mentioned above, the type of men adopting the Merchant Service as a career has also improved.

(140)

(141)

These improvements were partly due to:-

(A) The Work of the Voluntary Organisations.

The voluntary organisations, quite aware of the changing circumstances in the Mercantile Marine, remained active in promoting schemes for welfare of Merchant Seamen.

(142)

Following a conference in Oslo in 1926, convened by the Norwegian Red Cross Society and the League of Red

Red Cross Societies, at which it was recommended that:-

1. Bureaux for furthering the health and general welfare of seamen be established in sea-ports throughout the world, in close liaison with, and as a further development of, such national and international action in this field as has already been taken.
2. That each bureau be placed in a prominent position at the waterside. The chief function of these bureaux would be to furnish:-
 - (a) Treatment, or information as to where appropriate medical advice and treatment can be secured.
 - (b) Postal facilities.
 - (c) Information as to the local recreation and social facilities and sleeping accommodation.
3. That the League of Red Cross Societies should invite the National Red Cross Societies of maritime countries in the first instance to take the initiative in the establishment of these bureaux, in consultation with shipping and other organisations interested.
4. That the shipping interests and the Seamen's Organisations in each country be invited to promote or to assist in promoting recreational facilities and welfare work among seamen. The provision of recreation and social amenities is recognised as of equal importance in maintaining the health of seamen as that of efficient medical treatment.
5. That the League of Red Cross Societies should invite the International Labour Office, the Health Organisation of the League of Nations, and other organisations concerned, to co-operate in appointing a standing committee on the welfare of seamen. This committee to arrange for expert investigation of:-

- (a) Facilities for the medical treatment of seamen
(e.g., Supervision of ships' medicine chests;
medical manuals; a wireless code for medical
consultation at sea; education of ships' officers
in first aid and in the use of the medicine chest;
health propaganda among seamen, etc.);
- (b) welfare conditions on board and in port; the
provision of recreation facilities for seamen of
all nationalities social conditions in ports,
ships' libraries, films, etc."

The British Social Hygiene Council, in 1927, was responsible
for the formation of the British Council for the Welfare of the
Merchant Marine . (143) The aims and objects of this Council
are:-

- " 1. To initiate or encourage any schemes for the welfare of
seamen promoted by any other body or bodies.
2. To promote the bulk purchase of sports material, etc. and
to assist and advise as to distribution of same.
3. To co-ordinate and develop local efforts, and further
recreational or medical facilities in all ports of the world.
4. To consider any schemes for securing the provision of
funds for the Welfare of Seafarers."

The Membership of this Council includes representatives
from the Representative Council of Seamen's Organisations,
and other bodies interested in Seamen's Welfare.

In 1929 a second conference on the Health and Welfare
of Merchant Seamen was convened at Geneva by the Norwegian
Red Cross Society and the League of Red Cross Societies . (144)

This conference recommended that national organisations should

be set up to co-ordinate the activities in the major ports, directed towards providing recreation and decent shore lodging accommodation for seafarers of all nations, and that the Shipping Industry and various branches of the Mercantile Marine should be represented on such organisations. It also requested that the International Labour Organisation should "explore the position with a view to including provision in any possible convention for the establishment, financing and development of Port Welfare Committees, responsible for general conditions, lodging and recreation facilities.

Port Welfare Committees should include representatives of the Government, Municipal and Port Authorities, Shipowners, Seamen's and Officers' Organisations, and Benevolent Societies and the local Social and Women's Organisations".

The Representative Council of Seamen's Missions and Sailors' Homes was formed in 1931. (145) This Committee consisted of representatives of the voluntary organisations, the Shipping Industry and the Seamen's Unions. The Committee was set up to prevent overlapping of the various organisations dealing with welfare, and to co-ordinate the various appeals for money made by the charitable organisations. Some of the voluntary organisations preferred not to be represented on this Council, and so some overlapping did take place. This Council, in 1930, suggested to the Ministry of Labour that Port Welfare Committees (146) should be set up in the major ports.

The British Council for the Welfare of the Mercantile Marine and the British Social Hygiene Council later formed a National Joint Committee on Port Welfare. (147) This Committee, in 1934, surveyed the welfare conditions in ports in Britain.

and as a result of this survey Port Welfare Committees were formed in London, Liverpool, Cardiff and Swansea. (147) Apart from the London Committee, the Committees at Liverpool, Cardiff and Swansea were of a very temporary nature and never really functioned. The National Joint Committee on Port Welfare for the Mercantile Marine has, in fact, practically passed out of existence owing to lack of funds.

In 1939 the British Council for the Welfare of the Mercantile Marine published a document entitled "A Memorandum of Suggestions", which was sent to the Ministry of Labour. (148) This memorandum discussed how the proposals in Recommendation No. 48 (149) of the International Labour Organisation could be implemented in Great Britain.

It will be seen from the foregoing that the general trend of opinion amongst the various voluntary societies was that Seamen's Welfare should be organised on an international and national scale, and that there should be a co-ordinating committee to prevent overlapping and competition between the various voluntary organisations. The popular view was for the formation of Port Welfare Committees responsible to a central body; the Port Welfare Committees to be representative of the voluntary organisations, the Local Authorities, the Shipping Industry, and the Seamen's Unions.

(B) Efforts made by the British Government to Promote Welfare Schemes for Seamen.

In 1938 the British Government decided to accept the recommendations contained in Recommendation Number 48 of the International Labour Organisation. (149) Once accepted, the Government then arranged to make a survey of the existing

welfare arrangements for Merchant Seamen in the ports of Great Britain. This was done by officials of the Ministry of Labour and of the Mercantile Marine Department of the Board of Trade. (150) Thirteen ports were visited and information regarding welfare arrangements was obtained. Investigation was made into facilities for recreation, lodgings, medical treatment, sale of liquor, soliciting and enticing, overcrowding in dock areas, and special attention was directed towards the welfare of foreign and coloured seamen. The report also dealt with the co-operation between the various voluntary societies, the Consuls, the Local Authorities and other interested bodies, and from this report it was obvious that the necessity for welfare arrangements for the Merchant Service varied in different ports, and that certain ports, although handling a large number of ships, required few welfare facilities as in these ports the seamen frequenting them usually had a permanent residence, whilst in other ports (Cardiff was mentioned) the need for welfare arrangements, especially for foreign seamen, was urgent. The report pointed out that many of the voluntary societies had each built hostels where men could have sleeping accommodation, but that in many cases these hostels were practically empty owing to the inauguration of the home port scheme amongst shipping companies.

In this report the following comments were made:-

- " 1. The present arrangements for securing the welfare of British and foreign seamen in ports in this country, as operated by voluntary organisations provide an outstanding example of a highly developed social service. Such arrangements reflect the greatest credit on all those who

have contributed to this service by over a century of untiring work and sacrifice.

The voluntary organisations, in themselves, however, have not the power, even if their financial resources are heavily augmented, to deal effectively with or to develop certain wider aspects of welfare work for seamen.

2. Further co-ordination and supplementation of the activities of the voluntary organisations is necessary in order to develop the welfare work in the ports, to avoid overlapping and dissipation of effort on the one hand, and to make up deficiencies on the other.

3. Local port Welfare Committees of Councils should be created in London, Cardiff, Hull, Newcastle (for the Tyne), Liverpool and Glasgow, for the purpose of:-

- (a) implementing locally the proposals contained in paragraphs 1 and 2 of International Labour Organisation Recommendation No.48;
- (b) co-ordinating the welfare work in the ports and assisting in remedying the fundamental weaknesses referred to in sub-paragraphs (1) and (2) above;
- (c) developing co-operation and promoting mutual assistance and good-will between the British and foreign organisations and helping the latter in securing facilities for foreign seamen, particularly as regards outdoor recreation;
- (d) placing the cumulative knowledge and valuable experience which is possessed by the voluntary organisations and other bodies at the disposal of all who are working in the interests of seamen.

4. A central or national body should be appointed for the purpose of:-

- (a) providing machinery whereby the proposals in Recommendation No. 43 may be implemented nationally and internationally as distinct from locally;
- (b) co-ordinating the work of, and assisting, the local bodies to which reference is made in sub-paragraph (3) above.

5. Power to grant licences to refreshment houses or cafes should be transferred to magistrates and the police be permitted to exercise adequate supervision over such establishments.

6. That granting of a justices licence should be made one of the conditions of the registration of a club where intoxicating liquor may be obtained. Furthermore, that the rules governing membership should be made more strict and the police given authority to exercise closer supervision over such clubs.

7. Existing regulations governing the licencing of seamen's lodging houses should be reconsidered and the position in each port reviewed by the Local Authority.

8. Additional safeguards should be provided for seamen boarding and leaving their ships.

9. Further steps should be taken to facilitate the maintenance of good health and medical treatment of seamen as regards:-

- (a) Minor illnesses and injuries not requiring residential treatment in hospitals.
- (b) venereal diseases.
- (c) Improved lavatory accommodation.

10. Information offices or bureaux should be established in the

six ports named above for the purpose of disseminating essential information among British and foreign seamen and acting as a link between them and the various facilities in the ports.

11. There is scope for the further study of the welfare arrangements for coloured seamen.

12. Hostel and institute accommodation in certain ports could be improved.

13. Further recreation facilities are required, particularly for foreign seamen."

On receipt of this report the Government, in consultation with the various Government Departments concerned, the Voluntary Organisations, the Seamen's Union, the Shipping Federation, and other interested bodies, immediately took steps to determine how best the suggestions contained in this report could be implemented. Unfortunately, before any definite steps could be taken the second World War had commenced, and I propose to deal with the steps which were ultimately taken by the Government in the next section of this work.

Seamen's Welfare Since 1940.

2. With the advent of the Second World War, with large numbers of men joining the Merchant Service, with ships no longer returning to home ports, with the invasion of France and the Low Countries and the intensive bombing in southern ports, resulting in large numbers of ships collecting in certain ports for indefinite periods, active measures had to be taken to provide adequate welfare arrangements for Merchant Seamen. The voluntary organisations did magnificent work, and made many makeshift provisions enabling them to cope with this new situation. The British Government itself was not

slow to recognise the necessity for making adequate provision for welfare facilities in these ports, and also for providing facilities for foreign seamen, who could no longer return home.

In October 1940 the Ministry of Labour and National Service set up a Seamen's Welfare Board, composed of representatives of the Shipping Industry, the Officers' and Seamen's Unions, the various Government Departments concerned with Merchant Shipping, the medical profession, and representatives from the voluntary organisations (151). The Chairman of this Committee is the Joint Parliamentary Secretary of the Ministry of Labour and National Service, and the Board advises the Ministry on all questions relating to the welfare of British and other seamen in British ports (151). It also deals with welfare arrangements for British crews in foreign ports. Its functions are purely advisory - it has no statutory powers. It advises on the co-ordination of welfare in the ports, on the provision of hostels and recreation facilities for seamen, on health questions relating to seamen and on general finance of seamen's welfare.

At its first meeting the Board decided to establish Port Welfare Committees in the eight larger ports of Great Britain - Bristol, Cardiff, Glasgow, Hull, Leith, London, Liverpool and Newcastle (151). The composition of these Port Welfare Committees is similar to that of the Seamen's Welfare Board, and includes representatives of the shipowners and seamen's organisations, the superintendent of the local Mercantile Marine Office, representatives of the local Authorities, the voluntary organisations and the Consular Corps. (151) Their functions, which are also advisory, are : -

1. To implement locally the proposals contained in paragraphs 1 and 2 of the International Labour Recommendation Number 48. That is - to collect all useful information and suggestions on the conditions for seamen in the ports concerned. To advise the competent department, authorities and welfare associations as to the adoption, adaption and co-ordination of measures for improvement of such conditions, and to collaborate if required, with other competent bodies in carrying out such measures. Also, to furnish information from time to time to the Board, especially with a view to the International Labour Office being supplied with relevant information.
2. To develop co-operation between the British, Allied and other Welfare Associations, and to help the latter in securing facilities for Allied and foreign seamen, particularly as regards outdoor recreation.
3. To place the valuable knowledge and experience possessed by the voluntary organisations and other bodies at the disposal of all who are working in the interests of seamen.

These Port Welfare Committees are expected to show initiative in the ports where they function.

(101)

Seamen's Welfare Officers.

These men are full-time officers appointed by the Ministry of Labour and National Service, and were appointed to the ports mentioned above. They act as secretaries to the Port Welfare Committees and assist the various voluntary organisations and help to prevent overlapping of these societies. They, too are expected to show initiative and submit to the Seamen's Welfare Board definite proposals for improvements in welfare arrangements in their ports. It is the duty of these officers

to make certain that there is adequate accommodation and recreation facilities for seamen in the port or area to which they have been appointed.

The Central Consultative Committee of the Voluntary
(151)
Organisations .

This was set up by the Minister of Labour and National Service in 1940, and includes representatives from all voluntary organisations dealing with seamen's welfare. It includes representatives from the Seamen's Pension Fund, the Seafarers' Education Service and the British Social Hygiene Council. The object of this Committee is to make available to the Minister first hand, information regarding the activities of the voluntary organisations.

All was now right for the scheme to go into action and this it did, slowly at first, but nevertheless this co-ordination of the various organisations interested in Seamen's Welfare achieved excellent results. The various committees set up worked in harmony with one another, and the voluntary organisations aided by increased revenue, did noble work. These voluntary organisations were helped in a large part by many voluntary workers coming forward. Individual Port Welfare Committees, having local knowledge of the requirements necessary in their own area, advised the voluntary organisations of the seamen's needs, although in many cases the voluntary organisations, ever alive to new problems, anticipated the suggestions of the Port Welfare Committees. At first some of the new hostels erected to meet the changed situation brought about by the war, were makeshift. (152) Shops, houses, etc. were requisitioned and made into dormitories, but gradually these temporary hostels were replaced and in fact some of the old hostels which had been

erected in the 19th. Century were also replaced and improvements made, not only in the furnishings and equipment of the hostels, but also the dormitory type of sleeping accommodation was replaced by individual rooms for the seafarer.

At the same time as the hostels owned by the voluntary organisations were undergoing this change, the Ministry of Labour and National Service decided to establish and develop new types of clubs, both residential and non-residential. The residential type are known as Merchant Navy Houses (153). These are simply hotels for Merchant Seamen, and provide sleeping accommodation, baths, reading and writing rooms, recreation facilities, dining-room and bar, and in some provision is made for married couples. (153)

The second type are known as Merchant Navy Clubs. They have recreation facilities, dining-room, bar, and are usually situated in the centre of the town. A feature of both Merchant Navy Houses and Clubs, is that wives and women friends of the Merchant Seamen are admitted. An innovation, too, is the provision of a bar in these hostels. The effect of this on the seaman is that he feels that at last he has some form of club where he can pass his free time under conditions, which, prior to 1940, were denied him in the Seamen's Hostels. These clubs, which are non-profit making, are managed by the National Service Hostels Company, which was set up by the Ministry of (153)

Labour and National Service. This company also manages the three Merchant Navy Clubs in London, Glasgow and Cardiff, which were established by the Merchant Navy Club Company Limited, an organisation set up to administer funds which had been contributed by the American Labour Organisation through the British War Relief Society of the U.S.A. (153) The object of

this fund was to establish Merchant Navy Clubs in Great Britain. Merchant Navy Houses have been set up in Liverpool, Glasgow, Cardiff, Hull, Newcastle, London, Grimsby, Leith, Bristol, Newport, and Middlesbrough, and Merchant Navy Clubs have been opened in London, Glasgow, Newport, Swansea, Avonmouth, Hull, Aberdeen, Barry, Cardiff, South Shields, and West Hartlepool. The charges, which are moderate, are fixed by the Minister of Labour and National Service. The charges are:-

	<u>Men.</u>	<u>Boys & Apprentices.</u>
Board and Lodgings for a Week... ..	28/-	21/-
Board and Lodgings for a Day	4/6d.	3/6d.
Bed and Breakfast... ..	3/-	2/6d.
Bed only	2/-	1/6d.

All men in the Merchant Service are now enrolled in the Merchant Navy Reserve Pool, which was formed at the beginning of the War by the Ministry of Labour and National Service. Men awaiting a ship must attend daily to sign on. This often necessitates hours and even days of waiting in the Merchant Navy Reserve Pool Offices. To minimise this hardship, Merchant Navy Reserve Pool Waiting Rooms and Canteens were set up, the cost of these being met from the Seamen's Welfare Fund. This fund was established as a result of two gifts of Five Thousand Pounds each from the Shipping Federation and from the Royal Seamen's Pension Fund, and was established for furthering seamen's welfare. The management of these rest rooms and canteens was entrusted to the voluntary organisations. (160)

At this stage, it might be advantageous to examine locally what has been done for the Merchant Seamen in Glasgow.

Prior to the war, the only organisation in Glasgow

offering hostel facilities exclusively for seamen was the Glasgow Sailors' Home. This institution had been established for some seventy years and was situated at the Broomielaw. During its seventy years of existence it had changed little. It was clean, but there was very little comfort. Cubicle accommodation was provided for 96 men, with separate dining rooms for officers and men. The Sailors' Home also provided a home for lascars in Queens Dock, where some 80 to 90 lascars could be accommodated. The conditions in this Home were not very good, but much of the discomfort was caused by the lascars themselves preferring to collect and sleep as many as possible in one room. Other facilities in Glasgow were an institute organised by the Missions to Seamen, which was also situated in the Broomielaw, and consisted of three rooms and a chapel. Beds were not provided. On the South side of the river near Princess Dock, the British Sailors' Society had a Sailors' Rest. This was a wooden structure of uncertain age, and in years prior to the war had been used principally by Sea Scouts. At Greenock, the conditions were much the same.

Since 1940, however, great advances have been made, both in Greenock and in Glasgow in the provision of welfare arrangements.

Glasgow.

The Glasgow Sailors' Home rented an empty warehouse in the city, named it the Seven Seas Club, installed 60 beds in dormitory fashion, and provided a canteen. With the invasion of France and the Low Countries, large numbers of Continental seamen began to arrive in Glasgow and the Ministry of War Transport, anxious to help, suggested that the British Sailors'

Society, the Missions to Seamen and the Glasgow Sailors' Home should co-operate to provide an Allied Seamen's Recreation Centre, where the various nationals could have a room set aside and a general cafeteria available for all. A delay of over a year took place before this scheme materialised. The causes of the delay were shortage of labour, shortage of material, and unfortunately a lack of co-operation between the three societies. Owing to the delay, many of the volunteers who had undertaken to help in this club had lost interest and when the club was finally opened, it was not patronised at all by the Allied Seamen (1942). Then came the intensive air raids on the southern ports, of 1940. Ships of all sizes and all nationalities were sent to the Clyde, and in 1940 the Ministry of War Transport formed the Clyde Anchorages Emergency Port, which was a floating anchorage for ships inside the boom which the Navy had established between the Cloch Lighthouse on the south side of the river, and Dunoon on the north side. At this anchorage some 150 to 250 ships were anchored - a population varying from twelve to twenty thousand. Naturally, these men came ashore, and with their coming ashore, arrangements for sleeping accommodation at Greenock and Glasgow became chaotic. Men were sleeping in waiting rooms, carriages of trains specially drawn into platforms for the purpose, in police stations, in fact in any available corner. The position would often be aggravated without any warning by the arrival of large numbers of Merchant Navy Survivors. At one time about one thousand of these were arriving per week. Such was the state of affairs in February 1941, when a Seamen's Welfare Officer was appointed to the Glasgow area. Immediately steps were taken

to form a Port Welfare Committee, and approaches were made to the Shipowners' Organisations, the Officers' and Men's Associations, and the Unions. Four representatives from the Shipowners' Association and four from the Unions were nominated, and when these had been approved of by the Seamen's Welfare Board, this nucleus Committee met and co-opted representatives from the Local Authority, the Ministry of War Transport, the Local Naval Station and from the principal voluntary societies in the district. In the selection of the representatives, both the owners and the unions endeavoured to ensure that the composition of the Committee would be representative in the widest sense, and that as far as possible the interests of all sections of the industry would be represented - For example, the four shipowner members covered Liner companies, Tramp companies, Coasters and employers of Indian labour, while the Unions' nominees covered Deck Officers, Engineers and Seamen. (152) The individuals appointed also held various responsible posts connected with the shipping industry, including the chairman of the Clyde Navigation Trustees, the chairman of the Shipping Federation, and the Convener of the Special Services Committee of the Corporation of Glasgow. The Special Services Committee deals with Port Health Administration. The full Committee of fourteen members was thought to be suitably representative, not too large to be unwieldy, and with sufficient influence locally to co-ordinate, develop and extend seamen's welfare in the Clyde district. The Committee set to work and soon it was obvious that, although the voluntary organisations appeared to be in complete unity of purpose with one another, there were jealousies and evidence of non-co-operation among them. Each,

apparently, was out to out-vie the other in the facilities offered - a good thing in some instances, but unfortunately running counter to the object of the Port Welfare Committees. For instance, one society might construct additional sleeping accommodation without informing the Port Welfare Committee, or the other voluntary organisations . This led to petty quarrels and to jealousy among these societies. However, in the summer of 1941, the Seamen's Welfare Officer made an arrangement with the Regional Licensing Officer of the Ministry of Works, that all applications made by Seamen's Societies for licences under the Civil Building Control, would first be referred to him for the advice of the Port Welfare Committee as to whether the work proposed was necessary. The effect of this arrangement was that the societies realised that they could not embark on any schemes without consulting the Port Welfare Committee. This helped in a certain measure to remedy the petty quarrels and jealousy amongst these societies. This local arrangement with the Regional Licensing Officer of the Ministry of Works was later adopted nationally . (152)

A further difficulty in the provision of accommodation was that the voluntary organisations, as well as catering for Merchant Seamen, also provided beds for Officers and men of the Royal Navy. This placed a still greater strain upon the available facilities. However, the Port Welfare Committee continued with its work, and during the war has done much good. There are now 67 hostels, canteen and clubs available to the Merchant Seamen in the West of Scotland. Some of this accommodation is for married couples, and in this development Glasgow can claim to be the first in the field. In Glasgow

the Ministry of Labour and National Service have, from their own funds, provided two residential clubs - Merchant Navy House and Atlantic House - and have established a Merchant Navy Club from the funds provided by the American Labour

(152)
Organisation .

One of the most important problems which the Port Welfare Committee had to tackle at the outset was to improve the conditions under which Indian seamen lived ashore. In February of 1941 there were some five hundred of these men living in six or seven privately owned boarding houses, under poor conditions. These men often complained of the poor quality of food, of the insanitary condition of their bedrooms, and of the overcrowding of their accommodation in general. With the help of the King George's Fund for Sailors, the Missions to Seamen were asked by the Port Welfare Committee to provide a new and up-to-date hostel. This was done, but still the men complained of being overcrowded. A second hostel was opened for these seamen at Greenock, but unfortunately this was destroyed in 1941 by enemy action. However, other suitable premises, with accommodation for 525 men, were found at Coatbridge. One result of the establishment of these two hostels was that the Port Welfare Committee decided that there should be no return to privately owned lodging houses in the slums of the city, and the Committee arranged that in future they should be consulted before Indian seamen were billeted ashore. These two hostels have, on the whole, been sufficient for the normal wartime needs of Indian seamen, but occasions have arisen when it has been necessary to use emergency evacuation centres provided by the Department
(152)
of Health for Scotland .

Greenock.

Prior to the war there was only one hostel in Greenock, run by the British Sailors' Society. It provided meals, recreation facilities, and had accommodation for 55 men - 40 in cubicles and 15 in a dormitory, but with the formation of the Clyde Anchorage Emergency Port this accommodation was found to be totally inadequate. In 1941, the Missions to Seamen and the British Sailors' Society both opened small canteens and provided a few emergency beds at Greenock and Gourock. This accommodation was hopelessly inadequate, and it was a nightly occurrence to have many seamen stranded on the pier unable to return to their ships through lack of small craft, stress of weather, and the impossibility of finding their ships at the Anchorage in the blackout. The Port Welfare Committee asked the voluntary organisations to act and act quickly. The position seemed hopeless, as practically all halls, empty houses and other premises had already been requisitioned by the Services, the Civil Defence Authorities, or by Shipping firms establishing offices in large houses. Soon it was evident that the only solution to this problem was to build additional accommodation, but in the meantime extension schemes were necessary, and by 1943 there were 125 beds available in Greenock and 221 in Gourock. At Gourock and Greenock, there was an additional problem. Large numbers of survivors were being landed from many different types of craft - Naval vessels, liners, tugs, etc. and very little advance information was available of the estimated time of arrival of these survivors. Many of these men, at the beginning of the war, were brought ashore and left to fend

for themselves, but later the procedure was adopted whereby, prior to landing, they received a medical examination from medical officers of the Port Health Authority, and were then taken to the British Sailors' Society's Rest at Gourock, where they were fed, interrogated, and re-kitted by the Shipwrecked Mariners' Society. The Shipping Federation representative was also present to make cash advances, and the men were then sent home.

The voluntary organisations, however, provided no alcohol in their clubs, and this fact was mainly responsible for the establishment in Gourock of a Continental Seaman's Club in 1942, primarily for the use of Dutch Seamen. The Committee of this club was formed by the Consuls of various European nations, together with officials of the Ministry of War Transport and the Seamen's Welfare Officer. The club was most successful and was later formed into a company to facilitate winding up when its purpose had been served.

In Greenock, the British Sailors' Society decided to build a new large centre, which it was hoped would be a model for others. This was done, and there is now a handsome building, the Inverclyde Sailors' Centre, which provides 212 cubicle beds, recreation facilities, reading rooms, libraries, dining rooms etc.

A routine was adopted at the Clyde Anchorages whereby an officer from the Admiralty Berthing Office of the Royal Navy, or an officer of the Glasgow Port Health Authority, on boarding a ship, provided the Master with a pamphlet listing all the Officers' and Seamen's residential and non-residential clubs in the area. These pamphlets were provided by the Seamen's Welfare Officer. At the clubs,

information on all manner of subjects was given free by the Manager. The subjects dealt with by these managers varied from finding temporary employment for seamen who had been discharged on medical grounds from the Merchant Navy, to financial questions and enquiries from wives and relatives of seamen. (152)

Since 1942 Port Welfare Committees have been set up in seven other ports - Middlesbrough, Hartlepool, Sunderland, Southampton, Newport, Swansea, and Aberdeen. Seamen's Welfare Officers have been appointed to these areas. (153)

In 1943, in a memorandum on the Health and Welfare of Merchant Seamen by the Medical Officer of Health for Glasgow, the Medical Officer concluded that, as regards the welfare of seamen, co-ordination had already been effected by the Ministry of Labour and National Service, both centrally and locally. He suggested that a special committee, derived from the Port Health Authority and the Health Committee of the Local Authority, should be formed to co-operate with the Port Welfare Committee, and that officers of both these committees should carry out their respective duties in conjunction with one another, thus establishing close liaison between the health and the welfare sides, which is so essential for the effective conduct of either service. He emphasised the fact that health as well as welfare of Merchant Seamen should be regarded and administered by a special service, that it should receive special attention in any future health legislation for the country, and that there should be co-operation, centrally and locally, between the various administrations which exercise health functions. (154)

In 1943 the Ministry of Labour and National Service

and the Ministry of War Transport appointed a committee to investigate seamen's welfare in ports. The report of this Committee was published in 1945 (128). The Committee came to the following conclusions:-

"(1) That special residential and non-residential clubs for seafarers are necessary, but that after the war a number of clubs may be redundant, and that the reduction must be controlled;

(2) that the standard laid down by the Seamen's Welfare Board for Clubs for seafarers must be maintained as a minimum;

(3) that appeals to the public for money must be controlled;

(4) that the shipping industry should take over the functions of co-ordinating and supervising the provision of residential and non-residential clubs exercised by the Government during the war; and

(5) that voluntary organisations should continue the work which they have been doing with success in the provision of residential and non-residential clubs, subject to the supervision of a controlling body representing the industry and subject to registration and to control of their appeals for money".

The Committee stated that:-

"(1) Merchant Navy Welfare Board.

A Merchant Navy Welfare Board should be set up by statute, composed of equal numbers of representatives of shipowners and of seafarers to be nominated by the National Maritime Board, to deal with all questions concerning the welfare of seafarers in ports in Great Britain.

(2) Standing Joint Advisory Council.

It should be a statutory obligation of the Merchant Navy Welfare Board to create, as part of its machinery, a Standing Joint Advisory Council. This Council would be composed of ten representatives of the Merchant Navy Welfare Board and ten representatives of the voluntary organisations, two of whom should be nominated by King George's Fund for Sailors. The Chairman of the Standing Joint Advisory Council should be one of the two representatives of King George's Fund for Sailors.

The functions of the Council should be to advise the Merchant Navy Welfare Board on all questions concerning the position of the voluntary organisations.

(3) Regional Welfare Organisations.

Port or Regional Welfare Committees should be established in all important port areas to advise the Merchant Navy Welfare Board on local port conditions and to co-ordinate the work being done in those areas for the welfare of merchant seamen. Regional Welfare Officers should be appointed to act as the liaison officers between the Merchant Navy Welfare Board and the Port or Regional Welfare Committees.

(4) Powers of Merchant Navy Welfare Board.

The Board should have powers to decide what clubs are required in each port, to establish new clubs and to close those considered to be redundant. It should have the power to lay down standards as to the type of accommodation, amenities, meals and prices which must be observed in all clubs for seafarers, and power to close those clubs not up to the standard laid down or otherwise improperly administered.

Before exercising its powers of closing premises and fixing standards, the Board should be under a statutory obligation to consult the Standing Joint Advisory Committee.

(5) Finances of Merchant Navy Welfare Board.

The expenses of the Board should be met by a levy on the members of the shipping industry based on a joint contribution not exceeding six pence per head per week, payable half by shipowners and half by seafarers. A contribution to the capital expenditure to be incurred by the Board should be made by the State.

(6) Special Recommendations concerning Clubs.

Detailed recommendations have been made as regards the provision of licenced clubs, admission of women guests, and provision for married couples and for younger seamen.

(7) Recommendations regarding Certain Categories of Seamen.

Special clubs should be provided for Indian and Chinese seamen under the supervision of the Merchant Navy Welfare Board.

Recommendations have also been made regarding the provision of welfare amenities for other categories of seamen not resident in the United Kingdom, and in particular Colonial seamen.

(8) Registration of Voluntary Organisations.

All voluntary organisations which claim to work for the benefit of merchant seamen and their dependants in the fields of temporal, benevolent and Samaritan welfare should require to be registered under the Merchant Navy Welfare Board. No organisation not so registered should be allowed to appeal in any form in the name of merchant seamen or their dependants.

The Board should be able to refuse or withdraw

registration on certain specified grounds, including redundancy.

(9) Control of Charitable Appeals.

(a) All appeals to the public for money for purposes claimed to benefit merchant seamen or their dependants should require the prior approval of the Merchant Navy Welfare Board. Before coming to any decision upon any application for permission to make an appeal, the Board should be statutorily obliged to consult the Standing Joint Advisory Council.

(b) So far as possible national appeals for funds for the welfare of merchant seamen should be combined and such combined appeals should be made under the auspices of King George's Fund for Sailors (Merchant Navy Section).

(10) Appeals From Decisions of Merchant Navy Welfare Board.

There should be a right of appeal by a voluntary organisation from decisions of the Merchant Navy Welfare Board on certain matters to a person or tribunal to be appointed by the appropriate Minister.

(11) Position of Government.

The Seamen's Welfare Board should be dissolved and the Merchant Navy Welfare Board should in future be consulted by the Government Departments concerned on all questions affecting the welfare of merchant seamen whether arising out of the provisions of Recommendation No. 48 of the International Labour Office (149) or otherwise."

(128+153)

Welfare Arrangements for Foreign Seamen .

The facilities described above appertained to all seamen, but special arrangements have been made in Britain for the welfare of foreign seamen, and a note is appended on the special arrangements which have been made for foreign seamen, past and present.

Part 7 of the International Labour Organisation's Recommendation Number 48 states - "Governments, Authorities and Organisations which may have to administer funds for the welfare of seamen are specially urged not to concern themselves solely with seamen of a particular nationality, but to act as generously as possible in the support of international solidarity."

In Britain, the principle of this recommendation had already been in practice. The voluntary organisations made all seamen welcome, irrespective of nationality, creed or colour, but despite their efforts difficulties did arise in dealing with foreign visitors to their clubs - language difficulties, religious difficulties, colour bars, and the fact that facilities offered by the voluntary organisations, though appealing to some, had no appeal for others.

During the present century the various nationalities visiting this country made, more or less, their own private arrangements. For instance, the Scandinavians established in certain ports a resident Pastor, who was responsible for arranging social and religious functions and excursions to places of local interest. He was also responsible for providing some sleeping accommodation, and these small institutes were usually well patronised by the Scandinavian seamen. These small organisations also co-operated with the various British voluntary organisations, and the institutes provided were of a very good standard. The Dutch, on the other hand, when ashore patronised the British organisations, but as most of the Dutch trade was coasting trade the occasions when the men stayed ashore were few and far between. The Dutch

often employed a type of coastal vessel where the men could take their wives with them and so the Dutch coaster was more a home than its counterpart in the British coastal service. The Germans usually made use of the British organisations, and to a lesser extent the Scandinavian institutes. Ships from Roman Catholic countries - France, Belgium, Spain, Italy - were usually attended to by the Apostleship of the Sea Society, and this society also arranged for religious services to be given on board, and informed the men where they could attend Mass ashore. On the whole, however, white foreign seamen were fairly well catered for by the British voluntary organisations, and in some instances by voluntary organisations from their own homeland.

Coloured seamen presented a difficult problem. These men usually congregated in certain ports - Negroes were usually to be found in London, Liverpool and Cardiff; Chinese in London, and Liverpool; while Arabs were mainly to be found in Cardiff, and South Shields.

The Negro was made welcome by the voluntary organisations but unfortunately experience had shown that they usually drifted away from these hostels to less desirable places, associating with a low type of white woman, and these associations often led to the Negro becoming completely dissociated with any organised welfare arrangements. In Liverpool one shipping company insisted that all unmarried Negroes reside in a hostel provided by them, but often the men broke this rule, left the company and drifted into undesirable circles.

Indian seamen presented much the same problem as

the Negro. There was no organised welfare for them, and, as they had very little money, they were forced to spend most of their time on board ship, in quarters which were not always very suitable for the enjoyment of leisure hours. They too were usually to be found associating with the lowest type of white women, deserting their ships in order to live with them, and living and working in very sordid surroundings.

The Chinese did not present such a problem, as they preferred to associate with their own countrymen and did not, on the whole, associate with white women. One large shipping company provided a very good hostel for these men in Liverpool, and this was well patronised.

Like the Indians and Negroes, the Arabs who frequented Cardiff and South Shields, preferred to stay in a low type of lodging house. They sought the company of white women, and like the Indians, drifted into a low form of life.

With the outbreak of the Second World War the problem of welfare arrangements for foreign seamen became more acute. Many of these seamen could not return to their home countries as their homeland had been invaded. To begin with, the Ministry of War Transport sponsored the formation of Hospitality Committees, whose duty was to ensure that proper arrangements were made for the welfare of these seamen. These Hospitality Committees became merged into the Port Welfare Committees. Certain governments - Belgium, Greece, Holland, Norway, Poland, America and Yugoslavia - made their own welfare arrangements in this country, and established hostels and clubs. The Port Welfare Committees assisted these Governments in obtaining licences and licences for the consumption of liquor.

The problem of the Indian Seamen also became acute, and was admirably tackled by the Government of India, which appointed three Seamen's Welfare Officers of Indian nationality. These men were stationed in London, Liverpool and Glasgow, and worked in close co-operation with the Port Welfare Committees and the Shipping Owners concerned with the Indian Seamen. All problems relating to welfare among these men were dealt with by the Indian Seamen's Welfare Officer who, in turn, consulted the Port Welfare Committee for guidance. Special mention might be made here of the very fine effort made in Liverpool to accommodate these men. Mere Hall, Noctorum, near Birkenhead which was formerly a large private house standing in large grounds, was taken over and adapted to provide accommodation for 120 men. The men slept in dormitories, with special rooms for serangs. Separate dining rooms were provided for various ratings, and special bathing and washing facilities were installed. To meet the religious needs of the men, a Prayer Room was specially equipped, and an Indian Priest resided in the hostel. The cost of this undertaking, Sixty Thousand Pounds was borne almost entirely by Merseyside shipowners, and the running costs were met by the shipping companies using the hostel for accommodation for their crews.

Chinese seamen preferred to stay in certain districts, such as Limehouse, and were not at all keen to leave these districts. In Liverpool, however, a club was opened for them in 1942, and the cost of maintaining this club was borne by four shipping firms who employed many Chinese seamen. The club provided light refreshments, but no sleeping accommodation.

Clubs for Negroes, some with sleeping accommodation,

were opened in London, Newcastle, South Shields, Cardiff and Liverpool. These clubs were frequented by West African and West Indian Seamen and to some extent by Negroes from the United States. The best known of these clubs was Colonial House in London, where special meals were prepared for the Negroes. Colonial House had a resident Negro Warden, and provided sleeping accommodation.

The British Council undertook certain responsibilities for education and recreation facilities for these foreign seamen. The Council provided libraries, reading material and organised excursions. The Council had regional organisations which made local arrangements for entertainment, concerts, and film shows, and did much to forge a bond of friendship between the Allied seamen and the peoples of Great Britain.

Finance of Seamen's Welfare Before 1940.

Historically, appeals for seamen date back several centuries. In 1514 the Brethren of Trinity House were dispensing charitable funds (128). In 1550 the Merchant Venturers established Almshouses for seamen in Bristol (128). In 1756 the Marine Society was established for placing poor boys of board ships (128), and in 1790 the London Maritime Institution provided annuities to Masters and their Widows. (128) In 1834, by the Merchant Seamen's Fund Act, six pence per month deducted from every seaman's wages, was devoted to the Merchant Seamen's Fund to provide pensions for Merchant Seamen, and by this Act, wives and children of Merchant Seamen could make claims upon this fund. The Shipwrecked Fishermen and Mariners' Royal Benevolent Society was formed

in 1839 to deal with shipwrecked sailors and fishermen, and
(138)
to help their wives and children. Between 1847 and 1848

a Royal Commission, under the Chairmanship of Lord
(33)

Ellenborough, investigated the conditions of the Merchant
Seamen's Fund, and a state of complete mismanagement and
insolvency was discovered. The legislature had taken
contributions but had taken no security for solvency or good
management. The administration was vested in different
irresponsible bodies at the different ports, so that the state
of the funds at the different ports and the amount and
particulars of pensions granted differed according to their
different principles of administration and different degrees
of insolvency. All, however, were hopelessly insolvent.
(30)

(35)
In 1851, under the Merchant Seamen's Fund Winding Up Act,
the Seamen's Fund was discontinued. The principle adopted for
winding up this fund was to take the existing assets, to pay
all existing pensions or claims to pensions, and to allow
existing contributors to continue their contributions with the
prospect of a pension. The amount of further pensions was to
be determined by taking the average of the then existing
pensions, which, besides being frequently withheld through lack
of funds, differed in amounts, as mentioned above, at different
ports. The difference between assets and liabilities was to
be paid out of the public exchequer. At that time, it was
estimated that the fund had cost the country one million pounds
and would probably cost upwards of another five hundred
thousand pounds before all claims had been satisfied. The number
of pensions which had been granted by the Board of Trade was -
to Masters and Seamen 7,328; to wives 8,349; to children 6,625.

Many other funds were started from time to time for the benefit of Merchant Seamen, and so many were in existence during the war of 1914-1918 that it became increasingly evident that there was gross overlapping and lack of co-ordination in the collecting and distribution of these funds. (155)

In 1917 the King George's Fund for Sailors was formed at the instigation of the larger shipping companies, and the voluntary organisations. The object of this fund was to collect and distribute contributions among the societies working for seamen, their families and dependants. (155) This fund was an attempt to get the voluntary organisations to co-ordinate their activities, and the trustees of the fund also examined the accounts of the various societies to ensure that they were being properly distributed and that running costs were being kept down. In 1931 the fund set up the

Representative Council of Sailors' Homes and Missions, whose object was to prevent overlapping of the work of the voluntary organisations, to obtain co-operation in voluntary appeals and to weed out unworthy societies. The King George's Fund for Sailors also drew up a standardised system of accounts, which has been adopted by most of the voluntary organisations.

Various government enquiries on the desirability of supervising appeals for charity have been made, and as a direct result of the investigation by the Joint Committee of both Houses of Parliament, whose report was published in 1930, (156)

the House to House Collections Act 1939 (157) was passed. In this Act, house to house collections for charity require to be licensed by the police. This licence is granted for a period not exceeding twelve months and the police can refuse to issue a licence. Certain collections are exempted, such as collections

for local purposes to be completed within a short time, and where an organisation is pursuing a charitable purpose throughout the whole of England or a large part of England exemption can be obtained from the Home Secretary.

The main forms of appeals for charity by the voluntary organisations were:-

Appeals in the press.

Appeals through the British Broadcasting Corporation.

Church collections.

Flag Days.

Collections for seamen's charities on board passenger ships.

Endowment and annual subscriptions from various private persons, shipowners and other societies, Gifts and legacies.

An intimation of how successful these appeals were is shown by the published statement of accounts of several of these societies for the year 1938 :-

Sailors' Home and Red Ensign Club...	£ 22,679. 8. 6d.
British Sailors' Society... ..	£111,762. 5. 6d.
Missions to Seamen... ..	£ 46,125. 6. 6d.
Southampton Sailors' Home... ..	£ 5,732. 9. 10d.

Finance of Seamen's Welfare Since 1940.
(128)

(a) Expenses incurred by the Government.

The Ministry of Labour and National Service finances the Seamen's Welfare Board, the Port Welfare Committees and the Seamen's Welfare Officers. It also provides money for the erection and maintenance of all Merchant Navy Houses and Clubs in Britain, with the exception of the Merchant Navy

Clubs in London, Glasgow and Cardiff. Grants are made to certain voluntary organisations, and the Ministry of War Transport is responsible for the expenses incurred in administering welfare schemes for British seamen in foreign ports.

(b) Expenses incurred by the Voluntary Organisations.

The greatest part of expenditure on seamen's welfare is met by the voluntary organisations. Since 1940, under the (158) War Charities Act, appeals for money or kind to War Charities are prohibited unless the appeal is sanctioned by the Local Authority or is exempted by authority from the Home Office. Societies appealing for charity must comply with four conditions:-

- (1) Administration by a Management Committee of not less than three persons.
- (2) The keeping and submission of accounts audited by an independent and qualified auditor.
- (3) A separate banking account in the name of the charity.
- (4) The furnishing of such particulars with regard to accounts and other records as a Registration Authority of the Charity Commission may require, and the keeping available for inspection at any time all books and other records.

Under the War Charities Act of 1940 regulations are laid down under Section 2, Sub-section 2, giving the grounds on which applications for appeals for funds can be refused. (159) Under Defence Regulation 79D, appeals to foreign countries for charity and expenditure out of funds in this country for welfare overseas, are controlled.

Contributions to the voluntary organisations greatly

increased during the war - the public became acutely aware of the services rendered to it by Merchant Seamen. Evidence of this is borne out by the fact that the total annual expenditure for all purposes of these organisations concerned with hostels, clubs and institutes for Merchant Seamen rose from Two Hundred and Eighty Five Thousand Pounds in 1938 to an average of over Seven Hundred Thousand Pounds during the (120) First four years of the war. During the war, comments were made on unwise spending by the voluntary organisations. These criticisms were investigated by the Graham White Committee, and the findings of this Committee showed that there was over-subscription to seamen's charities, and that certain charitable organisations, such as the Y.M.C.A. and the Salvation Army, appealed for charity for merchant seamen, but these two organisations were not primarily concerned with merchant seamen. The Committee asked the views of the National Maritime Board and the voluntary organisations on the proposal "that all appeals to the public for funds for merchant seamen's welfare should be co-ordinated or placed under the supervision and control of some central body, official or otherwise, and alternative suggestions for the proper control of appeals to avoid overlapping and to prevent mis-representation." The result of this investigation showed that "some voluntary organisations had "cashed in" on the emotional value of appeals for the Merchant Navy for amounts far in excess of services rendered". The National Maritime Board, the Charity Organisations Society and the voluntary organisations agreed in the main that:-

- (1) There should be compulsory registration of all seamen's

societies appealing to the public.

(2) Control of appeals by the requirement of a licence from the Registration Authority, who should have the advice of the Special Advisory Committee.

(3) Power to refuse a licence on the grounds of redundancy
(128)
and overlapping .

The voluntary organisations, on the whole, favoured the control of such appeals being in the hands of the King George's Fund for Sailors. The main criticisms of the appeals
(125)
were:-

(a) Redundancy and overlapping between societies, leading to unnecessary appeals.

(b) Extravagance of appeals.

111. The International Labour Organisation.

In 1920 the International Labour Organisation convened
(160)
a Seamen's Conference in Genoa. This Conference recommended that the following point should be examined:-

"The provision of adequate facilities for recreation at all large ports, under the administration of joint organisations representative of owners and seafarers."

In 1925 the Deputy Director of the Norwegian Shipowners' Association, who was also the Norwegian Shipowners' representative on the Joint Maritime Commission of the International Labour Organisation, requested the International Labour Organisation to undertake a study with a view to the removal of the dangers to which seamen are exposed when
(161)
ashore. The Joint Maritime Commission of the International Labour Organisation considered this request and decided to set up a Sub Committee to study the question of the
(161)
protection of the health of Merchant Seamen, and this Sub

Committee reported to the 6th. Session of the Joint Maritime Commission of the International Labour Organisation in 1926. (162)
The Sub Committee suggested that the whole problem should be submitted for study to the next session of the Maritime Conference. This suggestion was adopted and the following recommendations were submitted to the 9th. Session of the International Labour Office Conference (162).

1. (1) That Local Authorities particularly in all large seaports should appoint committees of interested men and women, including representatives of shipowners and seamen, to investigate, in co-operation with the public authorities, the conditions prevailing in harbour and adjacent areas. Such Committees should be afforded all necessary facilities and adequate authority. These committees should be entrusted with the duty of submitting proposals for ameliorating the conditions and have regard to the following proposals and others:

(2) The establishment and enforcement of a definite closing time for all places where strong drinks are served in or near the harbour. It is recommended that the time of closing should not be later than 10 p.m.

(3) Prohibition against the unlicensed sale and use of narcotics, and heavy punishment for transgression of the law.

(4) Reduction of the number of taverns in or near dock areas, the most inferior being closed first and as soon as possible.

(5) Prohibition against the employment of female attendants in places where strong drinks are served, and the lodging of seamen thereat.

Boarding and lodging houses should be subject to public control and licence.

(6) Strict medical control of women who have illicit intercourse with men; transmission of venereal diseases should be a punishable offence; adoption of prophylactic measures against venereal diseases.

(7) Prohibition against the boarding of ships by pedlars and other unauthorised persons. Persons visiting the ships on business should carry passes. The dock areas should be fenced as far as possible.

(8) Seamen to be under control.

(9) A sufficiently well paid and reliable police force, for the enforcement of the laws in the harbour and adjacent areas. Practical co-operation between the consuls and the public authorities should be arranged. Seamen placed in custody should be given ample opportunity to communicate with their consuls.

(10) Adequate lighting in the dock and other areas where ships are moored.

(11) The removal of loafers or beachcombers and others who have no legitimate business in the harbour. They should be put to compulsory work, or, if they are foreigners, they should be sent back to their own countries.

(12) Supervision of private employment agencies.

B. (1) In order to keep seamen away from undesirable places, it is recommended that suitable refreshment and recreation rooms should be conveniently available. The rooms should have a bright and pleasing appearance, and food and drink should be served at reasonable prices. Newspapers from various countries should be kept.

(2) Easy and cheap access to suitable places of

amusement and places of interest. The men should be provided with land leave passes entitling them to cheap conveyance and other benefits. The necessary information could be conveyed to the crews by means of booklets.

(3) Easy admittance to hospitals with equal attendance and access for representatives of all religious professions.

(4) Ships should be provided with good reading matter for the use of the crews.

(5) Seamen with their national papers in order should be exempt from expenses connected with passports and the like.

(6) The International Convention of 1923-1924, for the suppression of the circulation of and traffic in obscene publications should be supported and made effective.

(7) Remittance home of a large part of the men's wages, and as little advances as possible.

(8) The International Labour Office should follow up the work and report from time to time on its progress."

(163)

The recommendations were approved by the Conference, which decided -" (1) to instruct the International Labour Office to continue the study of Seamen's Welfare and to submit the above mentioned report for the attention of the Governments of the states who are members of the International Labour Organisation. (2) To request the governing body to consider the possibility of placing this question upon the agenda of an early session of the conference with a view to the adoption of the recommendations."

This resolution was submitted to the Joint Maritime Commission at its 7th. Session in Geneva in 1927, and the commission recommended that effect should be given to the

resolution of the Conference as soon as a fresh maritime session was convened. This was done, and the whole question of the promotion of seamen's welfare in ports was discussed at the 13th. Session of the International Labour Conference, held in Geneva in 1929. At this conference it was resolved to circulate a questionnaire to the various governments concerned, asking their views on the various proposals, which were to be submitted to a subsequent session of the International Labour Conference. Suggestions for a questionnaire were put forward, which were afterwards amended and circulated to the various governments in the following form: -

"Question 1.

A. Preliminary Question.

1. Do you consider that the International Labour Conference should adopt a Recommendation on the subject of seamen's welfare in ports?

Questions 2 - 3.

B. General Organisation.

2. Is it desirable to provide for the institution, in all important ports where no such arrangements exist, of an authority or other officially recognised organisation comprising representatives of shipowners, seamen and the recognised institutions concerned, for the following purposes:

(a) to promote and co-ordinate the necessary practical measures for the welfare of both national and foreign seamen, more particularly those indicated under, C.D.W. and F;

(b) to collect, in co-operation with the other public authorities concerned, all information as to the conditions

prevailing in the port and adjacent areas as may be necessary to enable these practical measures to be effectively carried out?

3. Do you consider it desirable that the International Labour Office should enter into contact with the Governments or the national committees to be set up for this purpose, in order to promote collaboration between all the national organisations concerned?

Questions 4 - 5.

C. Regulations.

4. Is it desirable to provide for the adoption of legislative measures or regulations embodying among others the following measures, account being taken of national and local conditions:

(a) Protection of seamen from the dangers of alcoholism by all means considered practicable, including -

- (i) the regulation of the sale of alcohol;
- (ii) the reduction of the number of taverns in or near dock areas;
- (iii) the fixing of a closing time for such taverns;

(b) (i) Application of the existing provisions restricting the sale and use of narcotics;

(ii) Necessity of instructing seamen in the dangers arising from the use of narcotics;

(c) Prohibition of the employment of attendants of both sexes in public houses under a certain age; (what age do you consider?) ;

(d) Institution of official supervision of taverns, lodging-houses and hotels;

(c) Supervision of persons visiting ships, in order to prevent persons desiring to go on board with the intention of introducing alcoholic drinks or narcotics or for other undesirable purposes from having access thereto;

(2) (1) Sufficient lighting for docks;

(11) Fencing of the edges of docks wherever such a measure is possible, by fixed or moveable barriers;

(g) Supervision of boatmen plying between the ships and the shore;

(h) Removal from the port area of loafers and persons of no definite occupation?

5. Is it desirable to consider the adoption of provisions for ensuring the enforcement of the regulations, e.g.:

(a) Organisation of special police forces for the port and its surroundings;

(b) Improved co-operation between the consuls and the local authorities;

(c) Greater practical facilities for seamen to communicate with their consuls?

Question 6.

D. Health.

6. Should provision be made for measures to protect the health of seamen, and in particular for the following:

(a) Prohibition of soliciting and enticing seamen in the harbour area;

(b) Propaganda amongst seamen by the national organisations, working if possible in contact with the voluntary organisations referred to in Article 25 of the Covenant

and the technical bodies with which they co-operate, concerning the dangers of tuberculous, tropical, venereal and other diseases, the necessity for infected persons to undergo treatment, and the available facilities for such treatment;

(c) Organisation of prophylaxis and of free and accessible treatment for venereal diseases as provided for by the Brussels Agreement, and the extension of this Agreement to as many countries as possible;

(d) Admission without difficulty of seamen of all nationalities and all religious beliefs to public hospitals and dispensaries in ports;

(e) Extension as far as possible to foreign seamen of the provisions made in the national sphere for protection against tuberculosis?

Question 7.

E. Practical measures.

7. Should measures be considered relating more particularly to accommodation for seamen, e.g.

(a) Provision of a sufficient number of hostels for seamen of all nationalities satisfying all the necessary conditions at a reasonable price and subject to the official supervision mentioned in Part C. (4)?

(b) Institution and development in all ports of a certain size of

- (i) meeting and recreation rooms (canteens and rooms for games),
- (ii) libraries,
- (iii) sports organisations,
- (iv) opportunities for excursions;

(c) Extension of facilities, in connection with the majority of hostels, homes and other institutions for seamen or through other organisations, for enabling seamen to deposit their wages and to transmit them to their families from foreign ports;

(d) Institution or more general adoption of a system under which as soon as a seaman is enrolled he may allocate, if he so desired, part of his wages for regular remittance to his family? (What system do you propose?).

Question 8.

F. Propaganda.

8. Do you consider that it should be made possible for official or voluntary bodies to undertake propaganda with a view to ensuring the success of the proposed measures?

Questions 9 - 10.

G. Financial Organisation.

9. From what sources do you consider that the funds necessary for giving effect to the measures contemplated in the foregoing might be drawn?

10. Could provision be made for some contribution from the funds of social insurance institutions?

Question 11.

H. Possibility of a Draft Convention on certain points.

11. Do you consider that some, and if so which, of the points mentioned above might form the subject of a Draft Convention?"

The replies to this questionnaire were contained in a Blue Report issued by the International Labour Office

(165)
in 1931 . The International Labour Office, having considered this report prepared a recommendation based on the report for consideration at the Maritime Conference which was held in Geneva in 1936 . (166) This Conference was attended by representatives from thirty-three states, including the principal maritime countries of the world, and, after consideration, Recommendation Number 49, as it has since become known, was unanimously adopted by the International Labour Conference . (149)

Recommendation Number 48 is:-

The General conference of the International Labour Organisation, having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Twenty-first Session on 6th. October 1936, and
Having decided upon the adoption of certain proposals with regard to the promotion of seamen's welfare in ports, which is the third item on the Agenda of the Session, and
Having determined that these proposals shall take the form of a recommendation,
adopts, this twenty-fourth day of October of the year One Thousand, nine hundred and thirty-six, the following Recommendation which may be cited as the Seamen's Welfare in Ports Recommendation, 1936:

Whereas by the nature of their calling seamen are frequently deprived for long periods of the advantages of family life and may be exposed while in ports, particularly in foreign countries, to special dangers and difficulties and

whereas it is not always possible for them to have the benefit of arrangements made to organise the spare time, promote the welfare and safeguard the health of the General body of workers;

Whereas certain governments and different private associations have successfully taken various measures for the special help and protection of seamen in ports and whereas such protection should be extended to as large a number of seamen as possible; and

Whereas it is important, notwithstanding differences which may exist in national and local needs and customs, to develop and co-ordinate nationally and internationally the principal forms of action, in a manner which draws no distinction of race between seamen;

The Conference recommends that each member of the International Labour Organisation should take the following principles and methods into consideration for the promotion of the welfare of both national and foreign seamen in ports.

PART I - GENERAL ORGANISATION.

1. It is desirable to create in every important port an official or officially recognised body, which might comprise representatives of shipowners, seamen, national and local authorities and the chief associations concerned, for the purposes of -

- (a) collecting, as far as possible in conjunction with the different authorities or organisations concerned, including the consular authorities or maritime states, all useful information and suggestions on the conditions for seamen in the port;

- (b) advising the competent departments, authorities and associations as to the adoption, adoption and co-ordination of measures for the improvement of such conditions; and
- (c) collaborating if required with other competent bodies in carrying out such measures.

2. It is desirable, in order to enable the International Labour Office to inform the Governments of the maritime states and to assist them to co-ordinate their action, that each of them should keep in touch with the Office and furnish it every three years with all useful information on the experience acquired in the promotion of seamen's welfare in ports and on the progress made in this field.

PART II - REGULATION.

3. There should be laws or regulations to protect seamen, by measures including the following, from the dangers to which they are exposed in certain establishments or in the docks as such:

- (a) the regulation of the sale of intoxicating liquor;
- (b) the prohibition of the employment in public houses of young persons of either sex under a certain age;
- (c) the application of the provisions of international arrangements limiting the sale and use of narcotics to all seamen without distinction of nationality;
- (d) the prohibition of the entry into the docks and harbour area generally of undesirable persons;
- (e) the fencing off of dock areas and the protection of the edges of wharves and quays and other dangerous parts of docks by fixed or movable barriers.

wherever such measures are practicable.

- (2) the provision of sufficient lighting and, where necessary, of signposts for docks and approaches.

4. In order to ensure the strict enforcement of the measures indicated above, and to increase their efficacy, there should be arrangements for supervision, including;

- (a) supervision of establishments where intoxicating liquors are sold and, where necessary and practicable, of hotels, cafes, lodging houses and other similar establishments in the harbour area;
- (b) supervision, which might be carried out jointly by masters and the public authorities, of persons visiting ships, including boatmen plying between the ships and the shore, with a view to preventing intoxicating liquor or narcotics being wrongfully brought on board or the fulfilment of any other illicit purpose;
- (c) the maintenance in the harbour area of adequate police forces, especially trained and equipped, which would keep in touch with the other supervising bodies.

5. For the better protection of foreign seamen, measures should be taken to facilitate:

- (a) their relations with their consuls; and
- (b) effective co-operation between consuls and the local or national authorities.

PART III - HEALTH.

6. Soliciting and enticing, whether directly or indirectly, in the neighbourhood of the harbour and in

districts frequented by seamen should be energetically repressed.

7. All suitable measures should be taken to make known to seamen entering the port, irrespective of their nationality:

- (a) the dangers and means of preventing diseases to which they are exposed, including more particularly tuberculosis and tropical and venereal diseases;
- (b) the necessity for persons suffering from disease to undergo treatment and the facilities available for such treatment; and
- (c) the dangers arising from the habit of using narcotics.

8. The treatment of seamen suffering from disease should be facilitated by suitable measures including:

- (a) as wide extension as possible, especially in the dock area, of free and continued treatment for venereal diseases, as provided, for example by the Agreement concerning facilities to be given to Merchant Seamen for the Treatment of Venereal Diseases, signed at Brussels, 1st. December 1924;
- (b) the admission of seamen to clinics and hospitals in ports, without difficulty and irrespective of nationality or religious belief;
- (c) as wide application as possible to foreign seamen of the provision made for the protection of nationals against tuberculosis.
- (d) the provision, whenever possible, of arrangements designed to ensure, when necessary, continuation of

treatment with a view to supplementing the medical facilities available to seamen.

PART IV - ACCOMMODATION AND RECREATION.

9. Arrangements should be made, at least in the larger ports, for the material and general assistance of seamen while in the port, and such arrangements should more particularly include:

- (a) the institution or development of seamen's hostels of a satisfactory character and furnishing suitable board and lodging at reasonable prices;
- (b) the institution or development of institutes - which might be distinct from the seamen's hostels, but should keep as far as possible in touch with them - providing meeting and recreation rooms (canteens, rooms for games, libraries, etc.);
- (c) the organisation where possible in co-operation with ships' sports clubs, or healthy recreations, such as sports, excursions, etc.;
- (d) the promotion, by every possible means, of the family life of seamen.

PART V - SAVINGS AND REMITTANCE OF WAGES.

10. In order to help seamen to save and to transmit their savings to their families -

- (a) there should be adopted a simple, rapid and safe system, operating with the assistance of consuls, masters, shipowners' agents or reliable private institutions, for enabling seamen, and more especially those who are in a foreign country, to deposit or remit the whole or part of their wages;

- (b) a system for enabling seamen, at the time of their signing on or during the voyage, to allot, if they so desire, a proportion of their wages for remittance at regular intervals to their families should be instituted or made of more general application.

PART VI - INFORMATION FOR SEAMEN.

11. In view of the fact that the success of most of the measures recommended above must depend to a large extent on suitable publicity among seamen, such publicity should be organised and undertaken by the public authorities, the bodies referred to in Part I of this Recommendation, and the competent associations assisted as far as possible by the ship's officers and doctor and by ships' sports clubs.

12. Such publicity might include:

- (a) the distribution on shore and, subject to the consent of the master, on board ship, of pamphlets in the most appropriate languages giving clear information as to the facilities available for seamen in the port of call or in the next ports for which the ship is bound;
- (b) the creation in the larger ports of information offices, either at shipping offices or elsewhere, easily accessible to seamen and staffed by persons capable of giving directly such explanations or guidance as may be useful;
- (c) the inclusion of some useful information for the physical well-being and general protection of seamen in seamen's books, discharge books or other

documents habitually carried by seamen, or in notices posted in a conspicuous place in the crews quarters;

- (d) the frequent publication of articles of general and educational interest to seamen in periodicals read by seamen, both of specialised and general interest, and also the use of the cinema for this purpose;
- (e) the distribution of information concerning the tariffs of local transport and of local places of interest and entertainment.

PART VII - EQUALITY OF TREATMENT.

15. Governments, authorities and organisations which may have to administer funds for the welfare of seamen are specially urged not to concern themselves solely with seamen of a particular nationality, but to act as generously as possible in the spirit of international solidarity.

The foregoing is the authentic text of the Recommendation duly adopted by the General Conference of the International Labour Organisation during its Twenty-first Session which was held at Geneva and declared closed the 24th. day of October 1936.

IN FAITH WHEREOF we have appended our signatures this fifth day of December 1936.

The President of the Conference

PAAL BERG.

The Director of the International Labour Office.

HAROLD BUELLER.

DISCUSSION AND RECOMMENDATIONS.

Seamen's Welfare has been reviewed. In the review of what has been done for seamen in the past, one thing stands out above all others, and that is the magnificent efforts of the voluntary organisations. Their work has been inspired, and their mode of approach to the seamen has changed with the passing years. As stated above, there was in most voluntary organisations a religious element, but none can say that it was not required and that it was not a good thing. But for some time now there has been a gradually increasing resentment (167) by seamen to the acceptance of charity. They feel that a great national industry, such as the Merchant Service undoubtedly is, should have definite welfare schemes arranged for its members, and that these schemes should not be dependant upon the good nature of the rest of the community. During wartime, the donations to the various voluntary organisations engaged in seamen's welfare work rose considerably, but it cannot be expected that the donations to these charitable organisations will be maintained at the high war level in the (128) days of peace.

The Graham White report (128) suggested that all seamen's welfare should be taken over by the shipping industry itself. Fears were entertained in certain quarters that such a step would be resisted by the Church, but in his speech to the Missions to Seamen at the Annual Meeting in 1946, the (167) Archbishop of Canterbury stated -

"All through these years religious societies and voluntary organisations have done almost all that has been done to provide the Merchant Seamen opportunities of rest and

friendship, and recreation and spiritual welfare, meeting them here and there as they have gone on their lawful missions about the oceans of the world. Nobody wants to, and nobody should, belittle this immense service which, in the support of christian fellowship, this Society and others have offered to the Merchant Seamen, and which has been by them most thankfully and gratefully received.

But times change; and in this field as in so many others, what the Church has done, very often single handed, for many years, others with larger resources realise that they should do as well, and on a wider scale than the Churches themselves can ever hope to cover. That is inevitable, and it is wholly right."

"It is not the State that is wanting to step in on this occasion. If it had been so, my mind would have been much less clear than it is upon this subject. No, it is the Industry itself - the owners, officers and men - which feels it ought to and should take the leading part in providing for the welfare of those engaged in that particular industry. Now that, I would say straight off, is wholly and entirely good, and we ought to be glad that it should be so."

It should be pointed out, however, that the statements made are those made by the Head of one Church, and do not necessarily represent the views of the others. However, it may be regarded as a turning point in the attitude of the Church to Seamen's Welfare.

Before setting up any organisation to deal with Seamen's Welfare, several points require consideration:-

1. Are Seamen's Welfare Schemes necessary?

2. Having established the need for seamen's welfare, will the voluntary organisations be closed and new organisations set up, or will the voluntary organisations carry on, financed in whole or in part by the Shipping Industry?

3. The Financial Resources.

1. Are Seamen's Welfare Schemes Necessary?

The answer to this is to be found in the consideration of the life led by the seaman. He travels to many foreign ports, staying sometimes for long periods, sometimes for short, and in most of these ports he has no friends. Like any other man, when he is off duty he likes to get away from his work and therefore some form of residential accommodation is necessary for him. Why not hotels? Unfortunately the seamen in the past has been victimised in hotels in foreign ports, and certain hotels have "entered" specially for seamen. (1) It is to obviate these conditions that welfare arrangements, with sleeping accommodation, should be made in foreign ports, and in ports within this country to deal with seamen when their ship is not in her home port. Further, seamen prefer to congregate, and it is only in hostels run specially for seamen that they obtain this atmosphere.

2. Having established the need for Seamen's Welfare, will the Voluntary Organisations be closed and new organisations set up, or will the voluntary organisations carry on, financed in whole or in part by the Shipping Industry?

It would indeed be a pity if the Voluntary Organisations were to be closed down through lack of financial support, or through intensive Government opposition. Many of the voluntary societies have well-established organisations within

ports, and the best solution might be for the Merchant Navy Welfare Board to subsidise the Voluntary Organisations, but retaining some jurisdiction over them with regard to the spending of the money donated to them by the Merchant Navy Welfare Board. This could best be done through the Regional Welfare Organisations. In time, however, should the organisation of the voluntary organisations fail to meet with the requirements of the seamen then it would be the duty of the Merchant Navy Welfare Board to reconsider the question of seamen's welfare in the ports affected.

5. Financial Resources.

To meet the expenses of maintaining welfare schemes for seamen, I would propose that the expense should be borne by an equal contribution from the Treasury, from the shipowners and from the Seamen's Unions.

1. The Treasury could obtain the amount required by allocating part of the seamen's contribution, under the new (99) National Insurance Scheme, for welfare purposes, just as part of his contribution to National Health Insurance is allocated (33) to the upkeep of the Seamen's Pension Fund.

2. The Industry could obtain its contribution by levying a tax on tonnage.

3. The Unions could obtain their share of the money by fixed contributions from the wages of the men.

4. Money obtained from charitable appeals could be donated to the Voluntary Organisations to allow them to progress with schemes of their own, so as not to lose their individuality.

The Graham White Report makes the suggestion that seamen's welfare should be taken over by the Shipping Industry,

but whether this would be acceptable to the seamen is doubtful, and therefore I would recommend that the following steps should be taken:-

1. Seamen's Welfare should be administered by a Merchant Navy Welfare Board, composed of equal numbers of representatives from the shipowners, the seamen and the Government. This Board should be set up by statute and should deal with all questions concerning the welfare of seafarers in ports, not only in Great Britain but abroad.

2. Standing Joint Advisory Council. There should also be set up a Standing Joint Advisory Council to advise the Merchant Navy Welfare Board on all questions concerning the position of the voluntary organisations. This Council should be composed of representatives of the Merchant Navy Welfare Board, the Voluntary Organisations, and the King George's Fund for Sailors.

3. Regional Welfare Organisation. Port or Regional Welfare Committees should be established in all important port areas to advise the Merchant Navy Welfare Board on local port conditions, and to co-ordinate the work being done in these areas for the welfare of Merchant Seamen. These committees should be composed of representatives of the Seamen's Unions, the Shipping Industry, the Voluntary Organisations and the Local Health Authority. A secretary (a Seamen's Welfare Officer) should be appointed by the Merchant Navy Welfare Board.

4. Powers of the Merchant Navy Welfare Board. The Board should have powers to decide what clubs are required in each port, to establish new clubs and to close those considered to be redundant. It should have power to lay down standards as to the type of accommodation, amenities, meals and prices.

which must be observed in all clubs for seafarers, and also to close those clubs not up to the standard laid down, or otherwise improperly administered. Before exercising its powers of closing premises and fixing standards, the Board should be under a statutory obligation to consult the Standing Joint Advisory Council.

5. Special Recommendations Concerning Clubs. Clubs should be available for all seamen, and there should be no bar against the admission of women guests. There should also be provision for married couples and for younger seamen, and each club should have a liquor licence.

6. Recommendations Concerning Certain Categories of Seamen. Special clubs should be provided for Indian and Chinese Seamen, under the supervision of the Merchant Navy Welfare Board, and in ports where there is a large foreign trade with a member country, reciprocal arrangements should be made with that country for welfare arrangements for its nationals.

7. Welfare Arrangements in Foreign Ports. In collaboration with the British Consul in various foreign ports, the need for welfare arrangements for British seamen could be assessed and the necessary steps taken.

8. Registry of Voluntary Organisations. All voluntary organisations which claim to work for the benefit of Merchant Seamen and their dependants in the efforts of temporal, benevolent and samaritan welfare should be required to be registered under the Merchant Navy Welfare Board. No organisation not so registered should be allowed to appeal in any form in the name of the Merchant Seamen or their dependants. The Board should be able to refuse or withdraw registration on certain certified grounds, including redundancy.

9. Control of Charitable Appeals.

- (a) All appeals to the public for money for purposes claimed to benefit Merchant Seamen or their dependants should require the prior approval of the Merchant Navy Welfare Board. Before coming to any decision upon any application for permission to make an appeal, the Board should be statutorily obliged to consult the Standing Joint Advisory Council.
- (b) So far as possible, national appeals for funds for the welfare of Merchant Seamen should be combined, and such joint appeals should be made under the auspices of the King George's Fund for Sailors (Merchant Navy Section).

10. Appeals from Decisions of the Merchant Navy Welfare Board.

There should be a right of appeal by a voluntary organisation from decisions of the Merchant Navy Welfare Board, on certain matters, to a person or tribunal to be appointed by the appropriate Minister.

HYGIENE OF CREW SPACES.

Unhygienic, small, dark, damp and ill-ventilated forecastles have been described by numerous authors when dealing with life at sea. (168) These types of forecastles are a legacy which, until recently, men of the Mercantile Marine inherited from their forefathers. (2) Home gives a classical description of the forecastle on a wooden sailing ship, and since then many Port Medical Officers (169) have condemned the unhygienic crews' quarters which have been constructed on modern steel built vessels.

Port Medical Officers have been active for many years in attempting to bring about reforms in the construction of the accommodation for the crew. (169) and their efforts have been rewarded from time to time by the Board of Trade issuing instructions to their surveyors on improvements which the Board recommended should be made in crew accommodation. (135)

The first shipping act which dealt with standards for crew accommodation was that passed in 1854. (12) Under section 231 of the Act, it was laid down that a minimum of 12 square feet of floor space should be allowed for each man if he slept in a bed, but if he slept in a hammock this was reduced to 9 square feet, and the height of the forecastle was not to be less than 6 feet. If the man slept in a hammock the cubic space allotted to him was 54 cubic feet but if he slept in a bed this was increased to 72 cubic feet. No stores or other goods were permitted in the crew spaces, and the quarters were to be properly constructed, caulked and well ventilated. (13)

Under the Merchant Shipping Act of 1867, crew accommodation was improved. Section 9 of this Act laid down that -

"1. Every place in any ship occupied by seamen or apprentices and appropriated to their use, shall have for every such seaman or apprentice a space of not less than seventy-two cubic feet, and of not less than twelve superficial feet, measured on the deck or floor of such place:

2. Every such place shall be such as to make the space aforesaid available for the proper accommodation of the men who are to occupy it, shall be securely constructed, properly lighted and ventilated, properly protected from weather and sea, and as far as practicable properly shut off and protected from effluvium which may be caused by cargo or bilge water:

3. No such place as aforesaid shall be deemed to be such as to authorise a deduction from registered tonnage, under the provisions hereinafter contained, unless there is or are in the ship one or more properly constructed privy or privies for the use of the crew; such privy or privies to be of such number and of such construction as may be approved by the Surveyor hereinafter mentioned:

4. Every such place shall, whenever the ship is registered or re-registered, be inspected by one of the Surveyors appointed by the Board of Trade under Part IV. of the Principal Act, who shall, if satisfied that the same is in all respects such as is required by this Act, give to the Collector of Customs a certificate to that effect, and thereupon such space shall be deducted from the register tonnage.

5. No such deduction from tonnage as aforesaid shall be authorised unless there is permanently cut in a beam, and cut in or painted on or over the doorway or hatchway of every

such place, the number of men which it is constructed to accommodate, with the words "Certified to accommodate Seamen":

6. Every such place shall be kept free from stores or goods of any kind, not being the personal property of the crew in use during the voyage:

7. Upon any complaint concerning any such place as aforesaid, one of the surveyors appointed by the Board of Trade may inspect such place, and if he finds that any of the provisions of this Act with respect to the same are not complied with, he shall report the same to the Collector of Customs at the Port where the ship is registered, and thereupon the registered tonnage shall be altered, and the deduction aforesaid in respect of space disallowed, unless and until it shall be certified by such Surveyor appointed by the Board of Trade, that the provisions of the Act in respect of such place are fully complied with:

8. If any such place in any ship is not kept free from goods and stores as aforesaid, the Master shall be deemed to be in fault, and shall for every such failure to comply with the provisions of this Section, forfeit and pay to each seaman lodged in such place the sum of one shilling a day for each day after complaint made to him by any two or more of such seamen during which any goods or stores, not being the personal property of the crew, are stored or kept therein:

9. If in any other respect the provisions of this section are not observed with respect to any such place in any ship, the owner shall be deemed to be in fault, and shall for every failure to comply with the provisions of this section incur a

penalty not exceeding twenty pounds."

(14)

By the Merchant Shipping Act of 1894 -

"1. Every place in any British ship occupied by seamen or apprentices and appropriated to their use, shall have for each of these seamen or apprentices a space of not less than 72 cubic feet, and of not less than 12 superficial feet measured on the deck or floor of that place, and shall be subject to the regulations in the Sixth Schedule to this Act, and those regulations shall have effect as part of this Section, and if any of the foregoing requirements of this Section is not complied with in the case of any ship, the owner of the ship shall for each offence be liable to a fine not exceeding twenty pounds.

2. Every place so occupied and appropriated shall be kept free from goods and stores of any kind, not being the personal property of the crew in use during the voyage, and if any such place is not so kept free the Master shall forfeit and pay to each seaman or apprentice lodged in that place the sum of one shilling for each day during which, after complaint has been made to him by any two or more of these seamen so lodged, it is not so kept clean.

3. Such fees as the Board of Trade fix shall be paid in respect of inspection for the purposes of this Section, not exceeding the fees specified in the Sixth Schedule to this Act."

Under Section 79 of the Act it was laid down that failure to comply with the specifications laid down in the Act would mean that the owner could not make a claim for a deduction from the tonnage of the vessel.

By the Merchant Shipping Act of 1906, the crew space allotted to each man was increased to 120 cubic feet and a floor space of not less than 15 superficial feet, measured on the deck or floor of the vessel. The Act also stipulated that "in estimating the space available for the proper accommodation of seamen and apprentices there may be taken into account the space occupied by any messrooms, bathrooms or washrooms, appropriated exclusively to the use of these seamen and apprentices, so, however, that the space in any place appropriated to the use of seamen or apprentices in which they sleep is not less than 72 cubic feet and 12 superficial feet for each seaman or apprentice." The Act did not apply to ships under 300 tons or fishing boats, within the meaning of part 4 of the Principal Act.

The law dealing with crew accommodation has remained unchanged since 1906, but the Board of Trade have, from time to time, issued recommendations under the title of "Instructions as to the Survey of Master's and Crew Spaces" ⁽¹³⁵⁾, which contain recommendations for improvement in crew accommodation. These instructions were first issued in 1897 and were re-issued in 1900, 1907, 1913, 1923, and 1937. A supplement to the 1937 edition, including a Specification for Ships' Galleys, was ⁽²⁵⁾ issued by the Ministry of War Transport in 1946. It must be clearly understood, however, that the improvements suggested in these Instructions to Surveyors are not law and therefore a shipowner refusing to comply with the improvements suggested in these instructions cannot be penalised if the accommodation provided by him in his ship conforms with the specifications laid down in the Merchant Shipping Act of 1906.

The gradual improvements recommended by the successive issues of these instructions makes interesting reading, and these are shown below:-

Instructions as to the Survey of Masters and Crew Spaces
(170)
- 1897 .

Iron Decks over accommodation were to be sheathed with wood at least $2\frac{1}{2}$ inches thick, securely fastened and caulked. No bunks were to be allowed beneath decks where sheathing was not possible owing to bollards etc., and surveyors were instructed to discourage the practice of lining underneath the decks, unless the lining was fitted close to the under side of the deck. Berthing or bunk board was not to be less than 18 inches high as protection against condensation from the sides of the vessel.

Lamp Rooms. The position of these was to receive much consideration so as to prevent any inconvenience or danger to the crew.

Seaworthiness. The sides, ends, floors and top of the crew spaces were to be properly caulked. Hawse holes were to have hawse plugs and hawse bags properly fitted, and proper casings round the cable.

Lighting. The standard laid down was that, when the ship was new and the paint clean, and when the porthole was one third closed, it would still be possible to read the print of a newspaper in any part of the crew space.

Ventilation. Cowl ventilators were to be fitted at each end of the crew space, and one of the ventilators was to lead to the lower sides of the beams. Mushroom ventilators were to be discouraged, except in deck houses. Scuttles,

companions and doors were no longer considered as efficient means of ventilation. Privies were to be ventilated in a suitable manner and vessels sailing to the tropics were to have an aperture in the deck to permit the use of wind sails. The aperture was to be at least 18 inches in diameter.

Height. The crew space was not to be less than 5 feet 6 inches in height, measured between the floor and the under side of the beam. Narrow, triangular spaces and areas under ladders were not to be counted as crew space and in measuring the crew space, measurements were not to be taken past the inner side of the gutter waterways, or the greatest part of the tumble-home of the ship's side at a height of less than 5 feet 6 inches.

Sleeping Bunks. If these were built in two tiers, the bottom or lower bunk was not to be less than 12 inches from the floor, with sufficient space between the tiers and between the deck head, and the bunks were not to be less than 6 feet in length.

Superficial Floor Area. This was laid down at 12 square feet per man, and all encumbrances, such as hatchways, chain pipes, vent shafts, etc. were to be deducted. Bunks were not considered as encumbrances except in cabins.

Privy Accommodation. This was to be built, fitted and so situated that no unpleasant smell could enter the crew space. It had to be fitted with a pan and securely fixed seat. The bulkhead adjoining the crew spaces was to be double, with felt in between. The standard laid down was one privy for every ten men.

Drainage. There were to be sufficient holes to

admit ready escape of water and these were to be fitted with plugs and lanyards. If the drainage passed through the privy it was necessary to have a tightly fitted pipe through the compartment.

Effluvia. All bulkheads were to be double, with felt in between. The decks were to be of wood $2\frac{1}{2}$ inches thick, properly laid & caulked. Scuttles and hatchways into stores were to have proper covers; and bulkheads near the galley were to be double, having a three inch space filled in with non-conducting material.

Marking. The number of crew to be accommodated in each compartment set aside for the crew was to be cut in the beam on the inside of the accommodation.

Improvements Suggested in the Instructions as to the
(171)
Survey of Masters' and Crew Spaces of 1900.

Lighting. In every case where natural lighting could not be obtained, a special report was to be made to the Board of Trade.

Bunks. The Height between the bottom bunk and the top bunk, and also the top bunk and the overhead deck, was specified to be not less than 2 feet 6 inches.

Effluvia. No loose boards were to be allowed on iron decks, nor planks laid over quartering, unless the space between grounds was filled in solid with cement.

Privy Accommodation. This was laid down as two privies for twenty men, exclusive of Officers.

Improvements Suggested in the Instructions as to the
(172)
Survey of Masters' and Crew Spaces of 1907.

Crew Spaces. The floor space was increased to

15 superficial feet per man, and the cubic space to 120 cubic feet, but deductions were to be made if messrooms, etc. were provided, but the reduction was not to reduce the standard below that laid down in the Merchant Shipping Act of 1894. For lascars the standard remained at 72 cubic feet and 12 superficial feet per man.

Privy Accommodation. W.C. compartments were not to open directly into the crew space, and the standard was laid down at one W.C. for every ten men, exclusive of officers; ten W.C.'s. for the first hundred men (exclusive of officers) plus 4 per cent when the number exceeded one hundred men. In small ships the standard laid down was, one W.C. where there was less than ten men, exclusive of officers; two W.C.'s. where there were more than ten men, but less than twenty men, exclusive of officers.

Mess Rooms. The 1906 Act gave the Surveyor permission to allow for a deduction from the crew space for any space occupied by messrooms, bathrooms, or wash places.

Improvements Suggested in the Instructions as to the
(173)
Survey of Masters' and Crew Spaces of 1913 .

Situation of Crew Space. It was suggested that the crew space should be situated in deck houses or in the poop, rather than in the lower forecastle.

Overhead Decks. The under-side of the deck was to be coated with cork cement, and in iron ships the inside of the bulkhead, the ship's sides and the frames were also to be covered with the same material.

Hawse Casings. These were to have gas-tight casings from deck to deck.

Lighting. The use of electric light was recommended, and bunks were to be arranged so as not to obscure natural lighting.

Ventilation. All ventilators were to be kept clear of bunks, and a 5 inch minimum diameter for overhead ventilators to the sleeping or messing accommodation was recommended. Where mechanical ventilation was to be installed, plans were to be forwarded to the Board of Trade.

Bunks. The fitting of iron bunks was recommended.

Privies. These were to be fitted with a soil pipe not less than 4 inches in diameter, with a storm valve, and all seating was to be arranged so as to facilitate cleansing. Proper flushing arrangements were to be made, and all W.C. compartments were to ventilate direct to the open air. The single type of W.C. was strongly recommended.

Hospitals. Any spare accommodation on the ship was to be certified as "Crew's Hospital", provided that the floor area, cubic space, lighting, etc., complied with the regulations.

Cleansing. The crew spaces were to be kept clean. Daily cleansing was recommended, and the partitions, ship's sides and bunks were to be washed three or four times a year and repainted white or a light colour every two years.

Mess Rooms. If no separate mess room was provided, tables and seats were to be provided in the sleeping accommodation. In coasting and small vessels, food lockers were to be provided.

Oilskin Lockers. It was recommended that these should be provided for hanging up oilskins and damp clothes.

Heating. In larger ships, proper provision was to be made for heating the crew space by steam.

Improvements Suggested in the Instructions as to the
(174)
Survey of Masters' and Crew Spaces of 1923 .

Lighting. Vessels having electric plant must provide the crew space with electric light, which was to be switched on during the night and in dull weather at sea.

Ventilation. The standard laid down was that there must be an aggregate of at least 6 square inches per person, (3 square inches inlet and 3 square inches outlet). For the hospitals this was to be at least 5 square inches inlet and 5 square inches outlet for each person. Bathrooms, washrooms, drying rooms, overall and oilskin lockers, were also to be suitably ventilated.

Separate Accommodation. In ships where the number of seamen exceeded twelve and the number of firemen, eighteen, it was recommended that separate sleeping places for each watch should be provided. Where there were more than sixteen stewards, separate sleeping accommodation should also be provided, but this should not accommodate more than sixteen men. It was also recommended that the bulkheads of such compartments be made of steel and fitted from the lower edge of the beam to within a few inches of the floor.

Privies. In new ships, single seat W.C.'s. were to be provided of enamel, iron or glazed stoneware, hopper type, each having a hard wooden rim or seat pads. Each W.C. was to be partitioned off, each was to have a water seal and separate flushing. For Asiatic and African crews there were to be special types of W.C., with proper flushing arrangements.

Height. In new ships the height of crew spaces was to be increased to 6 feet (minimum).

Bunks. These were not to be less than 2 feet wide and the lower bunk not to be less than 15 inches from the floor. They were to be constructed of metal, with metal mattresses. The lee, head, floor and back rails were to be made of tubing, except when the back rail came into contact with the bulkhead or ship's side, when it should be made of wood 9 inches deep, and be portable.

Drainage. Scuppers were to drain overboard and were to be fitted with screw covers.

Hospitals. The standard laid down was one hospital bed for every five members of the crew, and a wash-hand basin and W.C., opening from the hospital were to be provided.

Floors. Approval was given to the use of non-inflammable composite materials.

Baths. In foreign-going ships baths or showers should be fitted, and a daily supply of hot fresh water was recommended.

Heating. Provision was to be made for the heating of the crew accommodation by electricity, steam, hot water or stoves.

Improvements Suggested in the Instructions as to
(175)
the Survey of Masters' and Crew Spaces of 1937.

Height. In vessels over 1,600 gross tons, the height is to be 7 feet 6 inches minimum, and in vessels under 1,600 gross tons the height is to be 7 feet minimum, but special consideration shall be made for small river vessels.

Overhead Deck. It is laid down that there must be wood sheathing on the deck, $2\frac{1}{2}$ inches thick.

Flooring. This could either be wood, $2\frac{1}{2}$ inches thick, or if the wood is on steel decks it may be reduced to 2 inches.

or flooring can be made of some composite material. In hospitals, wash places, drying rooms and privies the floors are to be of impervious material.

Position. The whole of the accommodation is to be situated above the load line, amidships or aft. Departure from this may be sanctioned by the Board of Trade in special circumstances. The approved system of lighting and ventilation must be provided when the accommodation is allowed below the load line. If the accommodation is allowed to be placed forward, no hawse pipe is to be permitted to pass through it. In tankers, an additional steel, vapour proof, bulkhead forming a cofferdam is also to be constructed.

Separate Accommodation for Different Ratings. Separate sleeping accommodation is to be provided for each category of the ship's personnel, as follows:- Officers, Petty Officers, Apprentices, Seamen, Firemen and Stewards.

Separate messing accommodation is to be provided for the following categories:- Officers (except those accommodated in passenger saloon). Petty Officers, Apprentices (unless messing with Officers), and Ratings, except that -

1. In passenger vessels no messroom accommodation need be provided for stewards if other satisfactory arrangements are made.

2. Relaxations may be allowed in the case of small ships.

Separate sanitary accommodation is to be provided for the following categories :- Officers, Petty Officer, Apprentices (using the same accommodation as Officers) and Ratings.

This requirement is so far as it relates to wash room

accommodation may be relaxed as considered reasonable in the case of small ships.

Sleeping Rooms. Separate sleeping rooms for each watch are to be provided, and each room is to have adequate seating. Each member of the crew is to be provided with a clothes locker, and beds are to be placed inboard wherever possible, or only in single tiers if at the ship's side. Beds are to be kept 2 inches clear of bulkheads. Clothes lockers are to be made of rust-proof material, properly ventilated, 5 feet 6 inches high, 21 inches wide and 15 inches deep, fitted with a shelf 9 inches from the top, and with fittings for hanging clothes.

Mess Rooms. These are to be fitted with tables 24 inches wide when used from both sides, and at least 15 inches wide when only used from one side, and provide dining space of at least 20 inches per person. Seats are to be not less than 15 inches wide, and fitted with back rests reasonably sloped for comfort. Food lockers must not be placed in the sleeping rooms, and are to be of such size and construction and so placed that a sufficient quantity of food can be kept in good condition for several days.

Wash Places and Bathrooms. These are to be in close proximity to the accommodation or alternatively, in the case of firemen and engine-room ratings, to the stokehold or engine room. They are to be entered from interior passages wherever possible. Fixed wash basins must be supplied in the following proportions -

- (a) In a Stewards' wash place, or in a wash place which makes provision for more than one department, one wash

basin, for every ten men for the first hundred, and thereafter for every twenty men.

- (b) Otherwise than in (a), one wash basin for every two men in a watch.

Wash basins are to be made of approved rust proof material with smooth interior surfaces, and properly drained overboard. For seamen and firemen the basins are to have a capacity of about $1\frac{1}{2}$ gallons. Baths or showers are to be provided in or adjoining each wash place, and are to be adapted for the use of hot and cold water, and the means of supplying hot water must be such as to prevent scalding.

Privy Accommodation. This is to be situated in close proximity to the crew accommodation, and each compartment fitted with a door to secure privacy. They are to be of the single pedestal type. For Lascars the linear measurement of not less than 21 inches is to be provided.

Hospitals. Every foreign-going ship over 2,500 gross tons is to be fitted with a hospital. It is to be conveniently situated and fitted with a separate w.c., for the exclusive use of the occupants. The entrance is to be of such width and in such position as to admit a stretcher case readily. It is to be well lit by side scuttles on two sides where practicable, or sky-lights as large as possible, and to be provided with electric light. A portable electric lamp is also to be provided. The beds are to be in single tier, not less than three feet apart; at least one bed in single tier to be accessible from both sides. The hospital is to be supplied with a water bottle and tumbler, and a suitable locker within easy reach of each bed, a clothes

locker, a wash basin, a hinged table, a seat and a small box cover for a bed pan to slide under. In vessels under 2,500 gross tons a space should be made available for temporary use as a hospital.

Lighting. In places without natural lighting, electric light is to be available at all times. Alternative means of lighting must be available unless there is an emergency electric lighting system. Oil lamps are to be provided in small ships without electricity.

Ventilation. In vessels trading regularly in the Tropics which are not wholly ventilated by mechanical means, some mechanical aid to natural ventilation is strongly recommended. Where ventilation is by natural means only the requirements will be deemed to be fulfilled if the inlet ventilators can be controlled so as to provide a variation in area between a minimum of 3 square inches and not less than 6 square inches per man, with a similar variation in the area of the outlet ventilators. Ventilators for inlet purposes must be of the cowl type. Disc or butterfly vents are only accepted as inlets to single and two-berths rooms on deck or from a passage-way which is well ventilated. All such passageways (from which air is drawn for inlets) must be suitably ventilated. When ventilators are trunked the following requirements must be fulfilled. The lead is to be as short as possible, and the following requirements are to be complied with -

When the ventilator trunks have curved bends or knees, where the angle exceeds 30 degrees, the following additions to the area must be made -

(a) Curved bends - Angles from 30 degrees to 60 degrees, add 5% for each bend.

Curved bends - Angles from 60 degrees to 90 degrees, add 10% for each bend.

(b) Knees - Angles from 30 degrees to 60 degrees, add 16% for each knee.

Knees - Angles from 60 degrees to 90 degrees, add 36% for each bend.

Whether long, vertical or horizontal trunks are fitted, a suitable addition to the area should be made to allow for frictional losses.

W.C.'s and hospitals are to be ventilated independently to the open air. In hospitals there must be at least 5 square inches inlet and 5 square inches outlet for each person, and there must be means of controlling the size of the opening. In vessels trading in tropical climates an electric fan is to be provided. There are to be independent exhaust ventilators to wash places, oilskin and dirty clothes locker compartments, and drying rooms.

Heating. Proper provision for the heating of living and washing places is to be made. Exemption may be granted in vessels trading exclusively in the tropics. Stoves are not an acceptable method of heating but may be permitted when other methods are not practicable. The heating system is to be considered satisfactory if it is efficiently constructed and is capable of maintaining a temperature of 60 degrees Fahrenheit when the temperature of the outside air is 30 degrees Fahrenheit. Where hot water central heating is adopted, these results must be obtained with the normal boiler water temperature, usually 180 degrees Fahrenheit, rated by

the makers.

Note. The heating system must be in operation when required during the whole time the crew are on board, and the position of radiators, etc., must not be near the heads of beds in sleeping rooms, or seats in mess rooms.

Protection from Mosquitoes. Suitable screens to side scuttles, ventilators and doors are to be provided in ships trading regularly to mosquito infested ports.

Drainage. W.C's and wash places are to have a separate drainage system. The scupper to the wash place must be situated in the lowest part of the sides and must not be less than 2 inches in diameter.

Painting. Interior, sides and crowns of accommodation are to be covered with a good quality enamel or paint, or other approved material, white in colour, or of a tint which, like white paint, will not absorb light. The furniture and fittings, if made of wood, are to be varnished or painted in light colours.

Recreation Space. A space or spaces of adequate size must be available on an open deck to which the crew have access when off duty.

Crew and Upkeep of Crew Spaces. All crew spaces must be kept in a fit condition for the proper accommodation of the men who occupy them, and the duty of seeing that this requirement is complied with primarily falls upon the Master. It is recommended that there should be a daily cleansing of the quarters and that a special effort should be made to detect the presence of vermin and to deal with this immediately. Bunks, lockers and other fittings to be washed and disinfected, and paint-work washed or renewed as

necessary. In suitable weather, when the quarters are being cleansed, the men should be encouraged to air their bedding on the open deck.

Personal Hygiene. If reasonable facilities are provided the crew will be encouraged to keep the accommodation clean and tidy. Tongue and grooved wood should be replaced by steel or substantial plywood, and lockers should be placed far enough from bulkheads to enable cleansing and painting to be attended to. Each ship should be supplied with a reliable insecticide and apparatus for applying it, and this should be used at regular intervals whenever signs of vermin are apparent.

Supplement No.1 of the 1937 Edition of the
Instructions as to the Survey of Master's
(25)
and Crew Spaces.

"Sleeping Rooms

A. Deck and Engine Room Crew.

1. Ratings to be berthed in rooms containing not more than 4 berths. Boys to be berthed separately from adults.
2. Sleeping rooms to be fitted with approved type metal beds 6' 3" x 2' 5" (inside measurements) with metal frame wire spring bed bottom of approved quality, one drawer for each man at least 27" x 18" x 7" (inside measurements) with hasp for small padlock, clothes locker of steel, stove-enamelled, or of hard faced plywood or other approved material and fitted with hasp for padlock, and a table of hardwood or other vermin and damp resisting material. If necessary, the table may be hinged or a sliding top may be fitted to the chest of drawers, instead of a table. Seats of approved design as necessary. A mirror, coat hooks, runners of approved material laid at the side of the beds and curtains

for each bed where more than one berthed in the room. Side scuttles to be not less than 12" diameter unless there are special circumstances governing size, or 16" diameter if required for emergency escape; where it is not possible to fit side scuttles adequate natural lighting may be by means of skylights. The artificial lighting should efficiently illuminate all parts of the room; roof lights to be arranged to clear obstructions; and an electric light to be fitted at the head of each bed.

Mess-Rooms.

3. Mess-Rooms to be as spacious as possible and sited wherever practicable in close proximity to the galley. Table to be of hardwood or other vermin and damp resisting material, and to be of a size to provide ready access. Single chairs (with arm rests) of hardwood or other approved material and of approved vermin resisting type to be provided but where seats are fitted against a bulkhead they may be settees, chairs being provided for the outer sides of the tables. A commodious storage locker for general use or a small locker 15" x 12" for each man, fitted with a hasp for padlock. Lockers to be of steel, stove-enamelled, or of hard-faced plywood or any other approved material.

4. Pantries where provided should be fitted with dresser, sink, hot-press, hot water boiler and drinking water filter of approved type. When pantries are not provided, the above fittings should be in each mess-room.

B. Petty Officers.

Sleeping Rooms.

5. The accommodation for these Officers should be generally

more spacious and of a higher standard than that of the crew. They should be berthed, as far as possible, in single berth rooms. The beds to have metal frame wire spring bed bottom of approved quality, with drawers under and lee boards or rails with sealed ends. Each room should be equipped as follows:-

Wardrobe of hardwood or other approved material, mirror, bottle and tumbler rack of approved material, ample drawer accommodation, writing facilities which may be by way of a table, a hinged flap or draw-out shelf, a chair with arm rests, and upholstered seat, and (unless provided in a separate compartment for petty officers) a washbasin of glazed vitreous china, or other approved material, with proper overside discharge.

6. The other fittings to be provided as in the crew's sleeping rooms with similar lighting arrangements except that berth curtains are not required in single berth rooms. Locks to be provided for the wardrobes and drawers.

Mess-Rooms.

7. Mess-rooms to be fitted with a table of hardwood or other approved vermin and damp resisting material. Single chairs with arm rests to be provided, but where seats are fitted against a bulkhead they shall be upholstered or padded settees. A sideboard to be provided.

8. Pantries where provided should be fitted with dresser, sink, hot-press, hot water boiler and drinking water filter of approved type. When pantries are not provided, the above fittings should be in each mess-room.

C. Catering Ratings including Stewards and Mess Boys.

9. The Chief Cook should have a single berth cabin. The remainder of the catering ratings to be berthed in rooms containing not more than four berths, the boys being berthed separately from adults. A common room or mess room is to be provided.

D. Deck, Engineer, and Radio Officers' Accommodation.

10. Cabins for the Chief Officer, Chief and Second Engineer to be provided with beds not less than 6'3" x 3'6" or of draw-out type with drawers under. Large wardrobe, settee at least 6' long with drawers or lockers under, a writing desk with drawers and chair with arm rests, bookcase and reading light for bed, wash basins of glazed vitreous china, or other approved material, with proper overside discharge. A splash plate for the wash basin with rack for tumbler and water bottle and a shelf for toilet requisites. Alternatively, wash basins may be provided in a readily adjacent compartment, in the same house. Wood fittings to be of hardwood. Carpet runner to be fitted.

11. Other Officers' accommodation to be as above, but with book rack instead of a bookcase, with writing desk or table and a bed not less than 6'3" x 2'3" (inside measurements).

Smoking Room.

12. A smoking room to be available for all Officers, fitted with small tables, tub or "easy" chairs, a sideboard and bookcase.

Saloon.

13. Saloon to be available for all officers as a mess room. Where Engineer and Deck Officers are berthed in separate

parts of the ship, the mess rooms may be separate. Where a small mess room for Engineers on duty is provided, seating accommodation shall be limited to three, and fittings need not conform to those specified for regular mess rooms.

Office Accommodation.

14. Office accommodation should be provided for the use of the Chief Engineer and Chief Officer, respectively, which may be combined with the day cabins.

Crew Bookcase.

15. Suitable provision should be made for a bookcase for literature to which the crew would have access.

H. Apprentices' Accommodation.

16. Where apprentices are carried they should mess in the Officers' mess room; should be berthed together, not more than four to a room in separate accommodation, approaching in equipment as closely as possible to the standard for Junior Officers; and shall have adequate facilities for quiet study.

F. Ventilation, Heating and Insulation.

17. A complete combined mechanical trunked ventilating and heating system with directional punkah louvres to be provided throughout the accommodation. Alternatively, steam or electric heating in conjunction with a mechanical trunked natural temperature air system may be provided. Other arrangements may be approved if the Ministry is satisfied that equally satisfactory results will be obtained. The standard of heating should be adequate to maintain an internal temperature of 67°F. when outside temperature is 30°F.

18. All machinery casings, boundary bulkheads of galleys, steam steering gear space, etc., should be well insulated where there is a possibility of resulting heat effects in adjoining accommodation or passage-ways. Care should also be taken to provide protection from heat effects of steam or hot water service pipes.

G. Sanitary Accommodation.

19. W.C. pans should be made of white glazed vitreous china or other approved material. Metal inspection plate on trap and outlet with vent connection. Self-closing non-concussive supply valves with portable seating in non-corrosive metal. A toilet rack to be fitted in each closet.

H. Hot and Cold Water Services.

20. A trough of porcelain enamelled metal, smooth faced fireclay or other approved material for washing clothes to be provided in the crew's wash places in addition to the normal basin requirements. Fresh water service tanks of ample capacity to be provided for supplying water for washing purposes. They are to be directly connected for pumping by power from the main storage tanks. Showers adapted for hot and cold fresh water are to be fitted in or adjoining all crew's wash places and supplied through anti-scalding mixing valves of approved pattern. Thermostatically controlled suitably lagged calorifiers to be fitted for providing hot fresh water for washing purposes at a steady minimum temperature of 150° Fahrenheit, and for supplying the showers. Hot and cold fresh water spring-loaded draw-off taps and cold salt water draw-off taps to be fitted in the washing places.

21. Cold fresh water to be laid on to Officers' wash

basins in cabins where fitted. Hot and cold fresh water to lavatory basins. Showers to be adapted for hot and cold fresh water with anti-scalding mixing valves. Hot fresh water for showers to be provided by means of thermostatically controlled suitably lagged calorifiers.

22. All wash basins, baths, showers and floors of wash places, etc., to have proper overside discharge.

23. The arrangement of water services to be submitted to the Ministry for approval with the crew space arrangements.

24. Floors of wash places, bathrooms and W.C's. to be tiled or covered with Terazzo or other approved material and a kerb to be fitted round the showers.

I. General.

Furniture.

25. All wood furniture to have approved finish. If furniture of steel or other approved material is supplied it should be well protected against corrosion.

Awnings.

26. Awnings, stanchions, ridges and wires etc., to suit canvas awnings or equally effective fittings for wood awnings to be provided in ships regularly trading to the tropics and the Persian Gulf.

SPECIFICATION FOR SHIPS' GALLEYS.

1. The Ministry have had under consideration the provision of adequate galleys in ships and, in consultation with the National Maritime Board Committee on Crew Accommodation, the following specification has been prepared for the guidance of owners and builders. It has been agreed with the National Maritime Board Committee that the specification

should be applied to all new foreign-going non-passenger ships of 3000 g.r.t. and over.

2. The position of the galley should be such that food may be served hot in mess rooms under all weather conditions. So far as possible, the galley should be clear of coal chutes or bunker hatchways. The galley must be adequate and well lighted and ventilated.

3. (a) The range and ovens must be of ample capacity for cooking and baking for the personnel carried. The following are considered necessary for this purpose:-

7' range with two ovens and two fires for a customary complement not exceeding 40 persons.

7' range with two ovens and two fires for a customary complement between 41 and 50 persons inclusive.

8' range with two ovens and two fires for a customary complement between 51 and 60 persons inclusive.

The measurements and number of fires are for standard ranges but may have to be adjusted for special types of equipment.

(b) In addition to the above an independent oven for baking is to be provided for a customary complement above 60, or alternatively a larger range incorporating an additional fire and oven may be substituted.

(c) There must be ample clear space in front of the range to allow for easy stoking if the range is coal fired, and to provide a clear passage of at least 3'0" after allowance for the full breadth of the oven doors when the latter are open.

(d) Pan racks should not be fitted above the range, but should be convenient thereto and should be made of metal

bars. There must be adequate arrangements for heating plates. If over the range the plate heating rack must be entirely enclosed.

4. The following equipment should be provided:-

(a) A steel cupboard, full height if possible, about 3' x 2'6" with portable shelves.

(b) One dresser of ample size with hardwood top, having two drawers and open front cupboard under; the latter to be fitted with portable shelves. One shelf for cook's condiments, etc. over the dresser. A heavy portable chopping and cutting board in addition to the chopping block near the refrigerated store room.

(c) One dresser with stainless steel top having a large sink at least 30" x 18" x 15" deep with rounded bottom corners. Portable sparred shelves to be fitted under the dresser and a shelf rack for soap powders, etc. above. Spring leaded fresh water taps should be fitted over the sink and arrangements must be made for providing an ample supply of hot fresh water for washing-up purposes. The scupper pipe from the sink should not be less than 2 $\frac{1}{2}$ " diameter, and should lead through a sludge box in the galley floor. A portable sludge strainer should be fitted over the drain in the sink.

(d) A baking board and a hardwood or heavily tinned or rust proof metal or glazed fireclay dough trough with filleted corners inside and hinged top. The equipment for baking is better in a separate compartment if space permits without cramping the galley; otherwise it is to be on one side of the galley to promote cleanliness.

- (e) A hinged wood serving table, if dresser space is inconveniently placed or insufficient for serving purposes.
- (f) A seat, which may be hinged if necessary for better access; a small stool; a clock of the enclosed bulkhead type fixed to the bulkhead.
- (g) 18" metal shelves with storm rails, fitted at a convenient height above the deck over all dressers.
- (h) A dust-tight coal box, if the range is coal fired, fitted close down to the deck and the bottom cemented. Arrangements should be made for filling the coal box from outside the galley.
- (i) A steam or electrically heated fresh water boiler, minimum capacity 12-15 gallons fitted over the galley-sink, with lid, gauge glass and draw-off tap. Fresh water to be led from the drinking water tanks to a position over the boiler with tap for filling.
- (j) An independent steamer with necessary trays, minimum size - 18" wide x 30" high x 24" deep.
- (k) A proving cupboard of sufficient capacity to suit the amount of bread required for the complement.

5. Where there is no drinking water gravity supply which can be replenished by power means, a power pump and a reserve semi-rotary hand pump should be provided for supplying fresh water to the galley. Where a drinking water supply is not laid on to the mess rooms a spring leaded fresh water tap for the use of the crew should be fitted in a space partitioned off but with access from the galley. The hand pump should be situated in this space.

Ventilation and Lighting.

6. Ample ventilation must be provided to draw off fumes from the range, and an approved form of mechanical exhaust ventilation must be provided by way of an exhaust fan.

Where the position of the galley makes it necessary, and the vessel is fitted with mechanical ventilation for the living quarters, mechanical supply ventilation should be provided for the galley.

Where the galley is situated on deck, a skylight is to be provided. There shall be an adequate intake supply of fresh air.

7. Galley doors should be in halves and one door should be wide enough to allow of the range being withdrawn and replaced without dismantling. Openings with sparred gratings should be cut where possible in the sides and ends of the structure and fitted with dust-tight steel shutters.

8. The best use should be made of natural and artificial light. Natural lighting should be provided by means of side scuttles and skylight if practicable. The artificial lighting should be of a high standard with not less than three fixed points - one arranged to suit position of range.

Glass fittings to be of approved pattern. Oil lamps adequate for lighting in an emergency should be provided.

9. Any part of the galley adjoining stokeholds or other heat producing spaces must be effectively insulated from heat effects. In vessels supplied with awnings over the accommodation, the deck head and bulkheads of the galley should also be efficiently protected with awnings.

Cleaning Down Arrangements.

10. The floor should be of non-slip tiles laid on cement or of other approved material. There should be a gutter in front of the range and all round the floor, with a scupper on each side led overboard. There should be a connection on a salt water pipe for fitting a short length of hose to facilitate scouring the floor. There should be sufficient clear space at the back of the range to allow for cleaning. Cupboards and dressers where not flush with deck should be 15" clear of deck and tiling should be carried under to facilitate cleaning. All steel cupboards and dressers should be heavily galvanized.

Oil Fired Cooking Ranges.

11. If an oil fired range is fitted special precautions may be necessary in connection with the heating arrangements in the fuel system if the fuel is that generally used in oil fired main boilers."

It will be seen from the above that certain definite improvements in crew accommodation have been made from time to time by the Board of Trade.

Why did the Board of Trade, from time to time, issue their "Instructions to Surveyors"? Consideration of this question necessitates a review of the numerous publications dealing with crew accommodation and with the many resolutions passed by health organisations suggesting improvements in the hygiene of crew spaces.

(15)

In 1894, Collingridge, who was then Medical Officer of the Port of London, read a paper on "The Practical Points in the Hygiene of Ships and Quarantine" to the

Ships' Masters' Society. This was later published in the Lancet. Collingridge suggested the following improvements:-

1. The cubic capacity per head to be raised from 72 cubic feet to 100 cubic feet.
2. Better lighting facilities - He stated that if the forecastles were well lit the men took a pride in keeping their home clean.
3. Daily cleansing of the forecastles.
4. Better stoves to be installed in the forecastles.
5. Daily airing of the men's bedding.
6. Lockers to be provided outside the forecastle for wet oilskins.
7. Bunks to be of iron and painted white; not more than two tiers allowed, 2'6" below the roof, and 2'6" between each row, and at least 12" between the lower bunk and the deck. Each bunk to be 6'2" x 2'0", 32 cubic feet per man; perhaps with woven wire, at any rate with iron bottoms, not wood, for the wooden slats were often missing as they could be used for firing. The bunks to be arranged on the inboard side, and a table to be placed under the windows. This would prevent light being cut out from the forecastle by means of the beds, and would enable the men to have their meals under proper conditions.
8. Naked metal on the sides of the forecastle or overhead to be covered with granulated cork so that the chill from cold weather outside would be diminished and there would be less condensation or sweating of the walls and roof of the forecastle.
9. The decks to be covered with timber, well laid and caulked.

with a well constructed water-way, and a trap, scupper or drain not connecting with a privy.

10. No capstan to be in the forecastle. The hawse pipes to be air-tight so that no smell comes through, and a separate entry isolated and insulated from the forecastle to the rope and store room which was in the forepeak.

11. A ventilation shaft a foot in diameter to be carried on to the top gallant forecastle, and to stand two feet above that, with a cowl on the top to exclude water.

12. Near the forecastle there should be a lavatory floored with concrete. In addition, there should be a galvanised bath provided for washing clothes, and hot water to be supplied.

13. Closets to be provided with a flush from the Engine Room and each to have a non-return valve to prevent waves washing in. Each to be in a separate compartment, and these compartments to be high enough to allow a man to stand upright therein, and each to have sufficient light and ventilation, to have a seat that lifts to permit the closet to be used as a urinal. The whole to be near the forecastle but carefully insulated from it.

14. A hospital for infectious cases, with a bed, wash-place and seat.

15. An authorised scale of food, a trained, and perhaps as certified, cook to be on each ship.

16. Good cabins for Officers, with water-tight decks, properly ventilated, and well planned baths and water closets.

17. Better ventilation for Engine Room and Stokeholds.

At a meeting in Glasgow, of the Royal Sanitary
(131)
Institute in 1904, Wright, in a paper on "The Sanitary

Condition of the Mercantile Marine", condemned the lower forecastle for the housing of the crew, and recommended that crews should be housed in the deck houses as there the maximum of lighting, air and ventilation were available. He condemned the amount of cubic space allowed and maintained that men could not possibly live in perfect health under such conditions. He recommended that vessels should be inspected by a properly recognised authority, which should supervise the construction of such places while the vessel was in the builder's hands. With regard to lighting, Wright stated that very few ships were properly lighted and many of them were very dark. All sailors' closets, he stated, are, generally speaking, abominations mostly with no flush and therefore choked to the full. All closets should be flushed from the ship's pumps. He suggested that the Port Sanitary Authorities should combine to take over the sanitary supervision of ships, which the Board of Trade did not carry out. "Why should Glasgow which has spent time and money on improving its slums, not spend something of similar energy in raising the accommodation of seamen to the same level?"

(176)

During the discussion which followed, Dr. Williams of the Port of London stated that almost every forecastle he had examined was damp, dark and dirty. From twelve to fourteen men were frequently herded together, sleeping, eating and keeping all their dirty clothes in less space than half a fair sized cottage. The truth was that the shipowners took no interest in their men. People generally were entirely ignorant of the terrible conditions under which seamen as a rule lived.

(177)

The Royal Sanitary Congress at Glasgow in 1904

passed the following resolution -

"In consideration of the insanitary condition of the Mercantile Marine, this section is of the opinion that the control of the sanitary arrangements of ships, both during and after construction, should be vested in Port Sanitary Authorities, and that Medical Inspectorships for shipping should be created on the staffs of the Local Government Boards of England, Scotland and Ireland, to supervise all suggestions from such Port Sanitary Authorities for the consideration and approval of the Board".

At the Brighton Congress of the Royal Sanitary Institute in 1910, in a paper entitled "The Necessity for a Revision of the Standard of Hygiene of Crew Spaces on New Vessels" by Howard Jones ⁽¹⁷⁸⁾, Jones stated that the conditions under which sailors lived when ashore were hygienically so much better than on board that they gave them a distaste for the sea service. He stated that the Norwegian Board of Trade required all living spaces on board vessels sailing under the Norwegian flag to be completely sheathed with wood; that all iron must be covered; that berths were not allowed along the vessel's side; and that Norway was considering moving all crew spaces aft and insisting on mess rooms. While admitting that men closed up ventilators, Jones defended them on the grounds that all ventilators were poorly constructed and that when open, a cold draught blew over the occupants of the forecastle. His paper also included a resolution which was carried and forwarded by the Royal Sanitary Institute to the Board of Trade. The resolution read -

"Having regard to the unsatisfactory accommodation provided for the crew on many new vessels built in this country, the Council of the Royal Sanitary Institute be asked to approach the President of the Board of Trade with the view of securing a thorough revision of the requirements of the Board of Trade under the Merchant Shipping Acts, in respect to the living quarters for Officers and men on all new vessels built under their supervision".

(174)

In the discussion which followed, Dr. Collingridge stated that a seaman was as much entitled to consideration as a man ashore. It was monstrous that a Government Department should pass a vessel and that subsequently the owners should be informed that there were serious sanitary defects which must at once be remedied, often at considerable cost.

(180)

In 1911 Dr. Hope, the Medical Officer of Health for the Port of Liverpool, in his annual report, referred to the number of deaths caused by "the peculiar environment of the sailors, such as damp forecastles, contaminated water supplies, and close association of the sick with the healthy in confined quarters on ship board."

At the Congress of the Royal Sanitary Institute at Blackpool in 1914, Dr. Collingridge in his Presidential Address stated - "Only a few enlightened owners have realised their duty and their interest in endeavouring to improve the conditions of seamen. The sailor was housed in a dark, damp, overcrowded, ill-ventilated fore-castle. His food was of the worst description, and the cooking was usually beyond description".

(182)

Dr. Williams, the Medical Officer of Health for

the Port of London in a paper entitled "Insanitary Conditions on Shipboard", read at the same Congress, stated that the 120 cubic feet which was allowed per man, after encumbrances had been deducted, would come down to 88 cubic feet, and the lighting was only equivalent to a window seven seven inches square. He pointed out that Marine Superintendents often stated that the improvements could not be carried out, but that if the owner of a slum property ashore did not carry out improvements the property in question would be closed. He recommended that bunks in forecastles should be made of iron, that the quarters should be cleansed regularly and that a man should be provided for this purpose, that lockers for food and clothes should be made available, and pedestal instead of trough closets should be on board all ships. He further recommended:-

"1. Plans drawn to scale and specifications of all living quarters and sanitary conveniences on board every new ship must be submitted to the Port Sanitary Authority for approval. This should preferably be the Port Sanitary Authority of the port in which the vessel was built.

No new vessel shall be considered to comply with the requirements of the Merchant Shipping Act unless and until the inhabited spaces and sanitary conveniences have been inspected and certified by an officer of the Port Sanitary Authority as being satisfactory.

2. The minimum of cubic space should be raised to at least 120 cubic feet per head.

3. The superficial floor space should be at least 18 square feet per head.

4. The ventilation should be efficient, and not merely mean the provision of a ventilator situated in an unsuitable position.

5. The lighting to be adequate. No bunks shall be allowed to be placed in such a position as to obstruct the light.

6. A separate room should be provided for the crew to take their meals in.

7. All bare iron surfaces in living quarters shall be efficiently insulated.

8. Heating and Cooking Stoves. - Cooking stoves should not be permitted in inhabited spaces, and heating stoves, where used, should be so constructed, and with efficient flues so as to prevent the escape, into any inhabited space, of noxious or injurious fumes or gases.

9. The fore part of steamers is an unsuitable place for the berthing of crews, and where possible they should be berthed aft. No alteration shall be made in any living quarters after registration unless with the assent and approval of a Port Sanitary Authority, preferably the Sanitary Authority who originally inspected the vessel before registration".

At the same Congress, in a paper entitled "Diseases Incident upon Seamen, and their Prevention", by Howard
(4)
Jones, Jones criticised the Board of Trade Mortality Tables, and attempted to show that phthisis was more prevalent among members of the Mercantile Marine than among other occupied civilian males. He stated that his main object in drawing attention to the prevalence of certain diseases among sailors and foremen was "to show that the subject has not received adequate attention; to again

emphasise the fact that the sanitation of crew spaces is very unsatisfactory, and that the science of Marine Hygiene has never had the serious attention of the Government of this country."

In a letter to "The Times" of 14th. March 1919,
(183)
J.H. Haldane compiled a table from the reports on Occupational Mortality issued by the Registrar-General:-
"Sir,

As there is widespread misapprehension as to dangers to life and health in coalmining as compared with other occupations, the following table, compiled from the last of the very valuable Reports on Occupational Mortality issued by the Registrar-General (Parliamentary Paper Cd.2619), may be of public interest. The figures are for ages from 15 to 55, the death rates for older persons being unreliable on account of imperfections in the Census entries, as I have pointed out elsewhere. For the purposes of comparison, various occupations are included:-

Death-rates from all Causes per 1,000 living in
Each Age Period.

	<u>Age Period.</u>			
	15-25	25-35	25-45	45-55.
All occupied and retired males	3.5	6.3	10.9	18.7
Occupied and retired coalminers	3.8	5.1	8.0	15.2
Occupied and retired barristers and Solicitors.	-	4.9	7.6	13.8
Occupied and retired shopkeepers	3.1	5.6	9.4	16.4
Occupied and retired doctors.	-	5.6	10.6	18.5
Occupied and retired farmworkers	2.4	4.3	6.4	11.2
Occupied and retired Merchant Seamen.	9.6	13.9	19.8	29.6

Among Coalminers the death-rate from accident is about double that in average occupations. Even so, coal-mining, as will be seen from the figures is a relatively safe occupation. It has become so to a steadily increasing extent during the last 40 years. Apart from accidents, it is now one of the healthiest occupations, though it could be made still healthier and considerably safer. It would also stand much higher in public estimation if coalminers could overcome their objection to washing and changing at the pit-head instead of at home.

I have purposely included the figures for Merchant Seamen. Their death-rates from accidents, as shown in the detailed returns, is far higher than among coalminers, and from phthisis it is more than thrice as high. Considering only what the country has owed to her Merchant Seamen during the war, an effort ought surely to be made without delay to remedy the conditions to which these figures point.

Yours faithfully,

(Signed) J.H. HALDANE. "

At the Congress of the Royal Sanitary Institute at Birmingham in 1920 Surgeon Commander McKeown (184) recommended that crew spaces should be moved aft, that folding berths should be installed, of rustless steel measuring $6\frac{1}{2}$ feet x $2\frac{1}{4}$ feet x 2 feet. He also recommended that there should be an ablution room, a drying room, W.C's. in single compartments, of enamel or iron pedestal pattern, and a hospital for the sick.

(185)
Jones , at the same Congress, in a paper entitled "A further Plea for an International Standard of Hygiene for

Crew Spaces in Merchant Ships", condemned the accommodation provided on the standard ships which had been built during the last war. Among other things, he stated that the sailors and firemen were housed in badly lit and ventilated forecastles forward, with chain lockers imperfectly sealed off, and with mess rooms too small to accommodate the men, that there were common sleeping quarters for firemen and sailors respectively instead of two-berth cabins. He stated that, with regards to the plans for a ship, the system at that time was unsatisfactory and defective and that the regulations were too indefinite. He recommended that plans drawn to scale, containing specifications of officers' and men's accommodation and conveniences, and giving details of ventilation, should be submitted for approval to a Sanitary Authority previous to construction. He made many suggestions for the improvement of crews' accommodation, and stated that even 180 cubic feet could not be regarded as sufficient space per man. He condemned trough closets as "filthy contraptions", and suggested that doors to W.C's. should be louvred and should not open into alley-ways. He advocated two-berth cabins for sleeping in, baths, mechanical ventilation with a thermo-regulating apparatus, and a filtration system for purifying the water.

In 1921, in a paper entitled "Some Problems in Marine Hygiene", Vice-Admiral Sir Robert Hill ⁽¹⁸⁶⁾ stated that to obtain efficient ventilation three essentials were necessary :-

1. The circulation of a sufficiency of fresh air.
2. The distribution of air without creating draughts; and

3. The maintenance of an equable temperature.

He stated that the Board of Trade instructions only dealt with the rudiment of the problem and that cowl ventilators were often useless as they had to be closed during bad weather. He advocated some system of warming the fresh air and recommended a thermo-tank system.

In his book "Merchant Seamen - Their Diseases and (2) their Welfare Needs", Home made the following suggestions for improving the conditions of the crew on board ship:-

1. The company themselves appoint a welfare officer.
2. Publication of a monthly Merchant Navy Magazine to keep seamen informed of what is being done for them.
3. Definite holidays.
4. Continuous service.
5. There should be a Marine Department of the Ministry of Health, and this Department should be responsible for:-
 - (a) Keeping records of illness for Merchant Seamen;
 - (b) Prohibiting men suffering from tuberculosis from being accepted for sea service;
 - (c) The provision at clinics of travelling cards for men suffering from venereal disease;
 - (d) Ensuring that all Merchant Seamen are vaccinated before going to sea;
 - (e) The appointment of medical officers on board ship; and
 - (f) The scrutiny of all plans of crew accommodation prior to the commencement of construction of any ship.
6. In the crew space berths to be of metal, and so arranged as not to block the light from the side ports. Lockers, hooks, etc. for men's clothes, and each man to have

120 cubic feet and 15 feet floor space. Separate lavatories, and a bath for every twelve men, and a wash room. Water closets to have hinged seats that can be removed and scrubbed, and these water closets to be disconnected entirely from the crew space.

7. It is important that there should be in the neighbourhood of the engine room, bathroom accommodation for the staff, and lockers for their engine room suits and boots, so that everyone could go clean to his cabin at the end of his watch.

8. All crew space, bathrooms, etc. to have all bare metal surfaces covered either by match boarding or by cork paint, thick enough to keep the cold out.

9. Sufficient ventilation by the use of thermo-tanks, and should be about 3,000 cubic feet per hour.

10. To keep cabins, lavatories, messrooms, etc. clean, stewards should be employed. A drying room should also be provided.

11. Boys and apprentices to have separate cabins from men.

12. Mess rooms to have seats with backs, with about 20 cubic feet allowed per man.

13. Tighten up the certificates for cooks, necessary under the Merchant Shipping Act, 1906.

14. A disinfecter for clothes, suitable for small ships, should also be available.

15. An ablution chamber for the treatment of venereal disease.

16. In ships sailing to malarious and yellow fever harbours there should be adequate mosquito protection.

17. Welfare facilities on board should consist of games, libraries etc.

In 1924, at the Congress of the Royal Sanitary Institute, Jones (187) contributed another paper on "The Hygiene of the Tramp Steamer". He again condemned the Board of Trade for allowing ships to be built which were insanitary and ill-designed. He quoted a resolution which the Newport Port Sanitary Authority had passed in 1920, and forwarded to the Prime Minister. The resolution read:-

- "1. That the time has arrived for the immediate revision of the British Regulations for the Hygiene of Crews' spaces, etc.
2. That the matter should be considered by a Joint Committee representing the Board of Trade, Ministry of Health, Shipowners, Shipbuilders, the officers and men of the Merchant Service, Port Sanitary Authorities, and the Admiralty.
3. That in view of the International nature of the question of Marine Hygiene, the Government should make every endeavour to have the above subject dealt with by an International Board, such as the League of Nations, with the object of establishing a minimum International Standard for the Mercantile Marine of the leading nations of the world.
4. That copies of the foregoing resolution, together with the statement above set out, be forwarded to the Prime Minister, President of the Board of Trade, Minister of Health, Local Members of Parliament, Port Sanitary Authorities, and others interested in Port Sanitary Hygiene".

In the paper he criticised a vessel which had recently been passed by the Board of Trade. He stated that the sailors and firemen were housed on the main deck in a forecastle which was small, cramped, dark and ill-ventilated. There was no mess room, the table and seating accommodation

was insufficient for the members of the crew, there was no wash house or facilities for personal cleanliness outside the common cabin used for living, messing and recreation. The W.C. was a filthy iron trough closet, without a water service, with two seats in the same compartment for the use of both the Arab and British members of the crew. He concluded by saying "The brains of the designer and the owner had evidently become completely exhausted after carefully considering the important questions of minimum register tonnage, high speed, low fuel consumption, and record speed in the loading and unloading of cargoes. There was, unfortunately, little evidence of intelligence or knowledge of domestic hygiene in the designing of the officers' and men's quarters; but it satisfied the Board of Trade."

In a paper read to the Royal Sanitary Institute at Liverpool in 1924, Dr. Hanna, ⁽¹⁸⁸⁾ Senior Assistant Port Medical Officer of Health for Liverpool, made the following comments regarding crew accommodation on ships constructed prior to 1914:-

1. Situation -- In the great majority of vessels the crew's quarters were in the forward part of the ship, where the strain and stress of weather are greatest. This situation is unsuitable and inconvenient for ventilation. With regard to the berthing of crews around engine rooms and galleys, often found on small coasters, this too was often very unsatisfactory.

2. Crew Spaces -- The minimum of 72 cubic feet for sleeping accommodation was not sufficient. He advocated a more frequent rate of change of air, but in a small space of

72 cubic feet this would cause draughts.

3. Ventilation - He stressed that the position of ventilators should be carefully considered in the construction of a ship, bearing in mind that men often closed them up because of draughts caused by them.

4. Sleeping Accommodation - He advocated steel bunks rather than those of wooden construction.

5. Lockers - These should be provided on all ships for men's clothes.

6. Heating and Lighting - On large ships steam heaters, which very often leaked, were almost routine. On smaller ships bogey stoves were used, but they required careful attention. He stated that lighting should be much better than was at that time being provided.

7. Lavatories - The trough closet was antiquated and should be abolished. A plentiful supply of water was absolutely necessary.

8. Hospitals - In most ships the hospital was an emergency arrangement - in lamp rooms, spare rooms, etc. He advocated that it should be placed aft, or more effectively on the poop deck aft.

Dealing with the standard ships built during the last war, he stated that the berthing accommodation was placed aft and that there was a separate room for meals, provision of cubicle accommodation, each room contained 2, 4 or 6 berths for sleeping, which gives the crew quiet when sleeping in their off watches. Each room had a locker and a seat, and lavatories, baths and wash places were provided. He condemned cork lino as a floor covering for crew's quarters,

but welcomed the special lockers for oilskins and damp clothes, and he made the suggestion that drying rooms should also be available. He suggested that the following points should receive careful consideration:-

1. There should be definite regulations regarding the provision of isolation hospital accommodation on board foreign-going ships.
2. Stores of any kind in the crew's quarters should be absolutely prohibited and arrangements made for the food to be served only in mess rooms.
3. Rat-proof, well-ventilated store rooms are necessary in the construction of crew's quarters, to make them, as far as possible, vermin proof.

He concluded by stating that it was desirable that the plans for the crews' accommodation on new ships should be passed by a competent sanitarian, because there are many ways in which good accommodation is spoiled by bad arrangement, or neglect of details, which are at once apparent to the practiced and trained observer.

(189)

In his report of 1927, the Medical Officer of Health for the Port of Manchester, reviewed the position of the housing of seamen on ship board at that time. The excessive death rate and sickness rate from certain diseases was shown to correspond with certain definite unhygienic conditions under which the sailor was compelled to live at sea. The Medical Officer pointed out that these conditions were consequent to the position of living quarters, the common living and sleeping place provided for sailors and for firemen respectively, the utilisation of this space for

the drying of clothes and the storage of wet oilskins, the dismantling of ventilators and stove pipes, and the frequent leakages in bad weather, the accumulation of filth and vermin, the very imperfect arrangements for securing personal cleanliness and the want of suitable hospital accommodation for infectious cases. He suggested as a remedy the abolition of the fore-castle for residential purposes and the substitution of the poop space, thus doing away with most of the wretchedness due to bad weather; an increase in cubic space, the substitution of two-berth cabins and mess rooms in place of common living and sleeping quarters, thus promoting tidiness and cleanliness as well as preventing the spread of infection by vermin; the provision of effective washing accommodation and baths for promoting cleanliness; the provision of outside drying rooms and oilskin lockers as well as radiators to prevent the effects of damp; the establishment of an isolation hospital for the treatment of phthisis, pneumonia and other infectious diseases.

(190)

In his 1928 report, the Medical Officer for the Port of Manchester gave figures to show that the accommodation provided on board foreign ships was much superior to that provided in British ships, and he suggested that the time was opportune to give power to the Board of Trade, in conjunction with the Ministry of Health, to make regulations for crew accommodation. Further, he stated that provided the regulations were well devised and drafted in the first instance there would be very little difficulty in discovering if the plans and specifications comply and it would appear that a ships' architect or surveyor would be the proper person to do this job.

(191)

In his 1929 report to the Port of Manchester Authority, the Port Medical Officer stated that, while foreign owners were steadily concentrating on the poop or midships as the place for crew accommodation, British owners were concentrating on the old forecastle site. He quoted figures in support of this statement. The percentage of crews quarters on foreign ships situated aft or midships had increased from 62.6% to 79.3% , and the British percentage had dropped from 71.7% to 36.1%. Other figures quoted were for mess rooms, hospitals and separate cabins, and the figures here were - Foreign ships showed an increase of 80 to 100% for mess rooms, an increase from 60 to 96.5% for hospitals, and an increase from 41.3 to 82.7% for separate cabins. The British figures for these same subjects were - Provision of mess rooms had decreased from 50.6 to 46.8%, provision of hospitals had increased from 46.8% to 49.1%, and the provision of separate cabins had increased from 21.2% to 27.2%.

In 1929, in the course of three lectures on "The Hygiene of the Mercantile Marine" delivered at London University, Howard Jones (192) made the following points. He stated that unfortunately our shipowners, shipbuilders and naval architects were slow to take advantage of the opportunities of providing better housing for the seamen on the iron ships and steamers. The forecastles were still placed forward in the most exposed, vulnerable and inconvenient part of the ship, where it was most difficult to provide efficient lighting, heating and messing arrangements and good ventilation, and where the men are

most exposed to effluvia from bilges, lamp rooms and store lockers, as well as dangers of collision. He reminded his listeners that in 1921 the Newport Port Sanitary Authority had forwarded the following resolutions to the Ministry of Health, Board of Trade, Prime Minister and the Association of Port Health Authorities: -

- "1. That the time has arrived for the immediate revision of the British Regulations for the Hygiene of Crews' spaces etc.
2. That the matter should be considered by a Joint Committee representing the Board of Trade, Ministry of Health, Shipowners, Shipbuilders, the officers and men of the Merchant Service, Port Sanitary Authorities, and the Admiralty.
3. That in view of the International nature of the question of Marine Hygiene, the Government should make every endeavour to have the above subject dealt with by an International Board, such as the League of Nations, with the object of establishing a minimum International Standard for the Mercantile Marine of the leading nations of the world.
4. That copies of the foregoing resolution, together with the statement above set out, be forwarded to the Prime Minister, President of the Board of Trade, Minister of Health, Local Members of Parliament, Port Sanitary Authorities, and others interested in Port Sanitary Hygiene."

Jones also referred to Rear Admiral Boyle Somerville's article in Blackwood's Magazine in which he gave his impressions of the crew's quarters in an armed Merchant Cruiser during the war. Somerville (193) condemned the

space allotted to the crew and referred to it as being "bestially primitive", and the conditions under which the men lived as "shocking".

Jones stated that in a survey of vessels, built before 1916, at Newport in 86 per cent. of the vessels the forecastle was forward, compared with 44 per cent. since 1916. He also stated that in British vessels the percentage of cots away from the ships' sides went down from 22.5 per cent. before 1916 to 12.7 per cent. after that year, whereas on foreign ships the percentage went up from 55 per cent. to 96 per cent. He then went on to comment upon the recommendations adopted by the Association of Port Sanitary Authorities in 1928 (see below) and urged that these recommendations should be adopted forthwith.

(194)

In 1930 Cavill recommended that, wherever possible, the crew accommodation should be in the after part of the ship, as that part afforded greater comfort and convenience. He also stressed however, that it was not possible in all cases to accomplish this, and in some cases, such as oil tankers where the engines were in the after part of the ship, it might be undesirable. He advocated the separation of the quarters for sailors and firemen, and thought it advisable that the watches should be berthed separately, e.g. there should be three sleeping compartments for the firemen and three for the sailors. He did not favour two-berth cubicles and pointed out that they were not, as a rule, popular with seamen. Among other things he suggested were:-

1. Provision of mess rooms provided with steel food lockers, a table and benches or seats fitted with back rests.
2. Provision of wash rooms fitted with showers and basins.

3. Provision of drying room and oilskin lockers.

He did not think that mechanical ventilation was practicable in all cases and thought that natural ventilation, carefully planned in conjunction with foreshortened intermediate bulkheads would provide effective ventilation under normal conditions at sea and in port. As regards heating, he stated that the most common method was the bogie stove, which was popular with the men, but he also recommended that a hot water system of central heating from stoves in the mess room should be introduced. For lighting he advocated adequate natural lighting by day, through large side scuttles, and where double tier berths were provided he thought it would be advantageous to stagger the side scuttles, i.e. alternately high and low, so as to ensure a general better distribution of light and possibly better ventilation in harbour.

(195)

In 1945, Black published a review of the crew accommodation on board sixty British ships. He commended his paper by reviewing the literature of statistics showing that seafaring was an unhealthy occupation and that the death rate from tuberculosis was very high. He found that of the sixty ships examined, 21 were built after 1937 and of this 21, three had the crews' quarters situated in the forecastle. In the 39 ships built before 1937, 17 had the crew accommodated in the forecastle. Only one cabin out of a total of 152 in the 21 new ships had more than four bunks. In the 39 ships built before 1937, out of a total of 1,409 seamen, 34 per cent. were accommodated in cabins containing not more than four bunks, 30% in cabins of five to ten bunks and 36% in larger many-bunk cabins. Most of the

larger cabins contained mess tables, and in these cabins food was often stored somewhere among the men's baggage.

Bunks.

Of the bunks, 94% in the new ships and 70% in the older ships were made of metal. 23% of the bunks in all ships were made of wood.

Ventilation.

Of the sixty ships, 39 were found to have fans in the crews' quarters. 7% of the cabins had no roof ventilation and 11% had no ventilation openings between the cabins and the alleyways.

Wash Room Accommodation.

In 12 of the 39 ships built before 1937, there were inadequate washing facilities, the crew having to carry a bucket of water to their cabin, or to the latrine on deck, in order to wash.

Mess Rooms.

Of the 39 ships built before 1937, 18 were provided with mess rooms. Three of these ships had coloured crews and the remainder European crews. Mess rooms for the deck crew but not for the firemen were provided in a further seven ships. No mess rooms for the crew existed in 14 ships, all 14 were ships with coloured crews. 59% of all seamen in the ships built before 1937 were not provided with mess rooms.

Latrines.

Most of the ships had satisfactory water closets of glazed stoneware or enamelled iron. The iron hopper-type pedestal latrines were found on 4 ships, and old-fashioned

metal trough latrines were found in as many as 12 ships. In 5 ships the water closets numbered less than the Board of Trade Standard of one per ten men.

Floor Space Allowance.

57% of all seamen had less than 12 square feet of floor space; 19.4% fell into the grossly overcrowded group, who had only 4, 5 or 6 square feet; at the other extreme there was about 4% who were fortunate enough to have more than 22 square feet each.

Examining the floor space available in the 21 ships built after 1937, it was found that 41.7% of the men in the new ships had less than 12 square feet each, but only 18% were below the 10 square feet per man level.

In his summing up, Black stated that - "Statistics show that seafaring is an occupation with a high mortality. A British seaman's health gets less attention than does the health of his fellow countryman ashore.

The laws relating to health conditions afloat are out of date; the main act requires revision; the new instructions to Surveyors, though an improvement, need to be more definite.

The findings are presented of a survey of the accommodation provided for 1,857 seamen in sixty British ships and it is shown that the existing regulations are not being enforced as they should be, especially in ships with coloured crews.

The quarters on ships built since 1937 are an improvement; in a few cases they are excellent; the regulations are nevertheless being enforced loosely in the case of some of them.

The two improvements most needed are - (a) Increase

in the space standard in sleeping rooms; (b) the plans of the crews' quarters of every ship should be passed by a Medical Officer with the experience of Port Health work, before construction is started."

The literature by the advocates of reform in the hygiene of crew spaces since the beginning of the 20th. Century has been briefly reviewed. During this same period the Association of Port Health Authorities has been active in advocating reforms in the hygiene of crews' quarters.

In 1898 at the instance of the Hull and Goole Port Sanitary Authority a communication was forwarded by that Authority to the fifty-nine Port Sanitary Authorities in England and Wales, asking them to meet delegates of the Hull and Goole Port Sanitary Authority for a special conference during the holding of a Congress of the Sanitary Institute at Birmingham, with a view to discussing the desirability or otherwise of again impressing on the Local Government Board the desirability of cholera expenses being paid out of the Imperial Exchequer instead of being contributed by the Port Sanitary Authorities. Twenty-eight replies were received in favour of further action being instituted. Representatives from several Port Sanitary Authorities attended a meeting held in the Grand Hotel, Birmingham on 28th. September, 1898, and it was agreed that an association consisting of representatives of Port

Sanitary Authorities be formed, and that it be named the
(196)
Association of Port Sanitary Authorities .

At a meeting of the Association in November 1904, a
(197)
resolution proposed by Dr. Pringle , Medical Officer of
Health of Manchester Port Sanitary Authority, relative to
the inspection of the sanitary arrangements on ships both
during and after construction was discussed by the
Association. The resolution stated that "in consideration
of the insanitary condition of the Mercantile Marine this
conference of representatives of Port Sanitary Authorities
is of the opinion that control of the sanitary arrangements,
both during and after construction, should be vested in
Port Sanitary Authorities and that Medical Inspectorships
for shipping should be created on the staffs of the Local
Government Boards of England, Scotland and Ireland to
supervise all suggestions from such Port Authorities for
the consideration and approval of the Board, and that this
conference recommends the Council of the Association to
bring the proposition under the notice of the proper
authorities".

After further discussion at the Association's meeting
(198)
in 1905, Dr. Pringle withdrew his motion.

No further action was taken by the Port Sanitary
(199)
Authorities until 1921 , when the resolution referred to
above by the Newport Port Sanitary Authority was discussed
at the annual meeting of the Association, at which
Dr. Howard Jones emphasized the fact that marine hygiene
was essentially an international question for the following
reasons:-

1. Vessels spend a considerable portion of their time in

foreign ports.

2. Crews of vessels are largely cosmopolitan in character.

3. A large number of vessels change their nationality in the course of time, many of them soon after completion.

(199)

At the Annual Meeting of 1921, a Special Committee was appointed to consider the question of hygiene in crews' spaces and allied matters and to report to the Council.

(200)

The Minutes of this Committee for November 22nd, 1921, showed that:- "it was generally agreed that the Board of Trade standard requirements with regard to crews' spaces were too low, and that they required radical revision; many of the instructions were only suggestions, whilst the standard was inferior both as regards cubic space and structural details compared with many foreign and colonial standards, and much below the standards observed by the Admiralty."

also that the following resolutions were ultimately recommended for adoption:-

- "A. (1) That the time has arrived for the immediate revision of the British regulations for the hygiene of crews' spaces, etc.
- (2) That the matter be considered by a Joint Committee representing the Ministry of Health, the Board of Trade, shipowners, shipbuilders, the officers and men of the Merchant Service, Port Sanitary Authorities, and by consultation with the Admiralty.
- (3) That, in view of the international nature of the question of marine hygiene, the Government should make every endeavour to have the above subject

dealt with by an International Board, such as the League of Nations, with the object of establishing a minimum International Standard for the Mercantile Marine of the leading nations of the world.

B. That it be a recommendation to the Council to make a representation to the Ministry of Health on the subject of improved hygienic conditions in crews' accommodation on board ships of the Mercantile Marine; and that the Ministry be respectfully asked to take such steps with the various bodies interested as may be necessary.

C. That Port Medical Officers of Health be circularised with a view to obtaining local information and their views as to existing conditions on board ships, and that they be invited to make suggestions with regard to improvements required in crews' quarters, and as to the necessity of separate accommodation being provided for apprentices, the information to especially relate to the following points:-

The passing of plans for new ships by a

Competent Sanitarian.

Supervision of the construction of ships.

Position of crews' spaces.

Cubic space allowance and height of quarters.

Lighting, ventilation and heating.

Form of lavatory and bathroom accommodation.

Storage of water and food.

System of water purification.

Provision of drying rooms.

Protection against mosquitoes.

- D. That the information obtained be summarised and submitted, firstly, to the Members of this Sub-Committee, and afterwards to the Council for consideration and report."

These minutes were confirmed by the Council on
(201)
January 19th. 1922 , and the Committee was instructed to further consider the question with special regard to the tabulated information obtained from Port Sanitary Authorities.
(202)
This further consideration took place on the 24th. February following, and a series of draft recommendations were drawn up for submission to the Council. At its meeting on
(203)
May 26th. 1922 , the Council, after making certain minor modifications, adopted the twenty-four recommendations.

These were:-

- "1. These proposals are intended to apply to new ships of over 300 tons registered, but on reclassification of existing vessels, improved accommodation should be made where necessary and practicable to bring the vessels up to the standard now laid down.
2. In plans of new ships, the accommodation proposed to be provided for officers and crews to be approved by a competent sanitarian.
3. After completion of construction, quarters should be certified as satisfactory previous to occupation.
4. Separate accommodation should be provided for apprentices.
5. Drying rooms should be provided outside the living quarters.
6. Provision should be made for the protection of crews' quarters against mosquitoes, where necessary.

7. The provision and arrangement of crews' spaces should be midships or aft, and not below the load line.
8. Mess room accommodation should be provided apart from the sleeping quarters.
9. A cubic space allowance for crews' spaces similar to Admiralty and Army Transport requirements of 200 cubic feet per head, with a minimum height of 6 ft. 6 inches should be aimed at.
10. The Board of Trade standard as to lighting in crews' quarters should be strictly adhered to, regard being had to any obstruction of light by furniture, fixtures or fittings.
11. The Board of Trade Regulations as to ventilation of crews' quarters should be strictly adhered to, irrespective of doors and other accessory sources. Improved circulation of air in stokeholds is recommended.
12. Efficient heating should be provided.
13. W.C's. should be in single compartments, with urinals in addition where they can possibly be provided. Regulation 24 of Board of Trade survey should be a requirement, but is not approved as regards its last paragraph re position. They should be on or above the main deck.
14. Shower baths and wash basins, with hot and cold water should be provided. Fresh water supply for wash-hand basins is necessary.
15. Storage accommodation for food should be rat proof and away from the latrine and sleeping accommodation.
16. Port Sanitary Authorities should be empowered to deal with contaminated water on ships.
17. Drinking water should be stored only in galvanised iron or steel tanks, which should be constructed so as to

be readily inspected and have facilities for cleansing, and be away from the latrine and sleeping accommodation.

18. Vessels trading in ports where water supplies are doubtful should be provided with chlorine "for purposes of purification", and effective water testing apparatus.

19. Foreign-going vessels should have hospital accommodation away from the crews' quarters.

20. When the crew is quartered aft "standard" ship accommodation for two-berth cabins and messing accommodation should be adopted.

21. Metal construction or other approved substance in lieu of wood should be used for bunks.

22. Where sheeting exists in sleeping accommodation, it should be rendered vermin proof, so that vermin such as bugs cannot pass through.

23. Crews' quarters should be inspected daily by an officer and the condition logged. Better disciplinary powers should be given to masters to enforce cleanliness amongst crews.

24. Galleys in ships of 500 tons registered and under, be constructed and equipped on modern lines."

From 1922 until 1928, no further action was taken by the Association, but in 1928, in a paper to the Association by Dr. Dearden (204) on "The Housing Question as it affects the Merchant Seaman", Dr. Dearden stated that under the existing law the only sanitary requirements which could be enforced, by a penalty of Twenty Pounds, were a minimum air space and floor space to cover all housing needs, i.e. sleeping, messing, washing, etc. and the making of this space available for proper accommodation; also proper lighting and ventilation, proper protection from weather and sea, and,

as far as possible, proper protection from effluvia caused by cargo or bilge water. The crew space had also to be kept free from ship's stores or cargo, under a penalty of One Shilling per day, payable to each member of the crew in occupation. The definition of what was meant by "proper" was a matter for the Board of Trade, and this obligation was carried out in a series of instructions issued to its surveyors. "It must, however, be emphasised", he stated, "That only those instructions which come within the scope of the specified headings have the weight of compulsion behind them, and it should be noted that in addition to a fine for disregarding them, a surveyor can refuse the certificate qualifying for deductions from registered tonnage. There is no fine, however, for non-provision of privy or W.C. accommodation; the withholding of the certificate is the only inducement to provide such, and if a deduction is not wanted the surveyor has no say in the matter".

Dr. Dearden went on to suggest that the hygiene of crew spaces should be governed by regulations and that the Merchant Shipping Act should be altered to allow of such being made conjointly by the Board of Trade and the Ministry of Health. No new vessel should be permitted to put to sea without a certificate to the effect that such regulations have been effectively carried out, and Port Sanitary Authorities should be enabled to prosecute for lapses when in commission.

The Special Committee on Hygiene of Crews' spaces, of the Association, met in December 1928, to consider the best approach to the Board of Trade on the question of crew

accommodation. At this meeting the Secretary of the Association intimated that the recommendations made by the Association in 1922 had been considered by the Society of Medical Officers of Health in 1928⁽²⁰⁶⁾ and that that Society had adopted the recommendations, with certain modifications, and had sent them to the Ministry of Health and the Board of Trade, but nothing further had been done. It was resolved at the meeting that the Secretary should communicate with the Institute of Naval Architects, asking them to appoint a small committee of two or three members to meet the Committee of the Association for the purpose of discussing the matter, and that the recommendations of the Association as modified by the Society of Medical Officers of Health be forwarded to the Institute as a basis for discussion. It was also resolved that three Medical Officers be asked to prepare, by correspondence between each other, a detailed memorandum in tabular form, showing the extent to which the recommendations of the Association, as modified by the Society of Medical Officers of Health, agreed with the Instructions as to the Survey of Masters' and Crews' spaces, issued by the Board of Trade in 1923, and in what particulars such documents differed from one another. Difficulty was experienced in making the arrangements with any Naval Architect⁽²⁰⁷⁾ and finally the Association asked the Board of Trade to receive a deputation from the Association to discuss the question of crew accommodation. This meeting was held in March, 1930⁽²⁰⁸⁾, at which the Special Committee on the Hygiene of Crews' Accommodation of the Association laid before the Board of Trade their recommendations with regard

to crew accommodation. At this meeting Dr. Dearden, Medical Officer of Health for the Port of Manchester, stated that in his 1927 report he had analysed the sickness returns for ten years and was able to give some very striking comparative figures. Infectious fevers, Tuberculosis, and Pneumonia, the diseases spread by over-crowding and lack of ventilation, accounted for 195.85 per 1,000 cases; Influenza and catarrh, respiratory diseases and rheumatism, which were produced by damp and cold, accounted for 260 per 1,000; septic diseases due to uncleanness of persons and quarters and to lack of sunlight, accounted for 66.88 per 1,000. The majority of diseases, according to Dr. Dearden, which affected seamen were therefore preventable.

Mr. Foley, who received the deputation on behalf of the Board of Trade, stated that from returns made by the Board's Surveyors, there was a definite improvement shown in crews' accommodation. The reports showed that the newer vessels were providing accommodation which was reasonably good, but they also showed that the then existing ships were bad. To alter these ships drastically, in many cases, would be to put the ship out of economic use. He intimated that the Shipping Federation was making a separate report to the Board on the question of crew accommodation, and that the Board would discuss the Federation's recommendations together with those of the Association of Port Sanitary Authorities and would inform the Association in due course of the results of its deliberations.

The Board of Trade replied to the Association in
(209)
November 1930 to the effect that they had considered the

recommendations and that they would soon give effect to the recommendations of the Shipping Federation Committee, and that this would be done through instructions to their Surveyors. The Board stated that "By this means new ships should effect more and more to provide the kind of accommodation called for by modern requirements". Dealing with existing ships, the Board stated that the position was much more difficult, but thought that there were certain directions in which improvements could be effected without unreasonable difficulty or expense, and again the Board would see to it that their Surveyors would secure the improvements necessary to bring existing ships up to the standards recommended by the Shipping Federation Committee.

The Association recommended that a detailed memorandum in tabular form, showing the extent to which the recommendations of the Association agreed with the two recent reports of the Shipping Federation Committee on Crews' Accommodation, and in what particulars such documents differed from one another, should be drawn up . This was done, and a copy of the recommendations of the Association compared with the Manning Committee Report to the Shipping Federation Ltd., 1930, and the British Board of Trade Instructions to Surveyors 1923 , is shown:-

(209)

(144)

Recommendations of Association.

General 1. These proposals are intended to apply to new ships of over 300 tons registered, but on re-classification of existing vessels improved accommodation should be made where necessary and practicable to bring the vessels up to the standard now laid down.

2. In plans of new ships, the accommodation proposed to be provided for officers and crews to be approved by a Committee, of which one Member is a Medical Specialist with a special knowledge of Marine Hygiene.

Report of Shipping Federation Committee (Figures in brackets indicate the particular paragraph of report).

The committee limited itself to settling general principles, which would apply to accommodation in any class of cargo vessel.

Owners and builders to adopt their own plans, subject to the principles laid down, but no suggestion of compulsory approval by a statutory body. (2)

Board of Trade Instructions to Surveyors 1932, (Figures in brackets indicate the particular instructions.

Instructions apply to all British ships, except ships belonging to Lighthouses authorities pleasure yachts and fishing boats. (7)

Surveyors may draw attention of builders to advantages of submitting a plan at an early date. (23)

Recommendations of Association.	Report of Shipping Federation Committee (Figures in brackets indicate the particular paragraph of report).	Board of Trade Instructions to Surveyors 1923 (Figures in brackets indicate the particular instructions.
<p><u>General.</u></p> <p>3. After completion of construction and previous to occupation, the quarters should be certified as being in accordance with the plans approved by the above Committee.</p>	<p>No suggestion of compulsory certification of quarters as being in accordance with previously approved plans.</p>	<p>A certificate that the crew space has been inspected is forwarded by the Surveyor to the Registrar of Shipping of the port of registry, (36) Form 61, if satisfactory, and Form 62 if otherwise.</p> <p>Deductions from registered tonnage are made or cancelled according to character of certificate.</p>

4. The provision and arrangement of crew's spaces should be mid-ships or aft, and not below the load line.

It is strongly recommended that crews' accommodation should be in the after part of the vessel, owing to greater comfort and convenience. It is, however, thought that the forecastle should not be entirely ruled out, as in oil tankers with engines aft, where there is no interference by cargo against the provision of ample space forward. In some cases, such as are provided by totally insulated vessels burning oil or motor vessels, it is stated that the best accommodation may be amidships. (5)

Introductory note
strongly recommends
accommodation in
deck houses or poop.

3. Messroom accommodation should be provided apart from the sleeping quarters. Any exception to this rule in the case of vessels of small tonnage must receive special sanction.

Separate messrooms should be provided for sailors and fire-men, and, where possible, an additional one for petty officers. A ventilated steel locker should be provided for each man. Spar-seated seats, with backs shaped for comfort are recommended. There should be skylights for light and ventilation, and the bulkheads should be carried to the deck below, but not to the deck above

(9)

Space occupied by any messroom to be deducted from total space allowed, provided that sleeping room has not less than 72 cubic feet and 12 superficial feet per seaman or apprentice.

6.4 cubic space allowance for crews spaces similar to Admiralty and Army transport requirements of 200 cu. ft. per head, with a minimum height of 6 ft. 6 ins., should be aimed at.

No mention of increased floor space, but it is suggested that the simplest and most economical method of increasing cubic capacity is to increase the height. It is therefore recommended to increase the height to 7 ft. 9 ins. from deck to deck in vessels above 1,600 tons gross, and to 7 ft. 6 ins. in vessels below this. (7). For vessels under 1,500 tons gross, a height of 7 ft. is recommended (Second Interim Report, paragraph 2).

Not less than 72 cubic feet and 12 superficial feet is compulsory under Merchant Shipping Act, 1906. Latter does not apply to (1) ships registered before December 31st, 1906, (2) ships in course of construction on January 1st, 1907,

(3) ships of not more than 200 tons net, (4) fishing boats; it does not apply to lascars; it allows messrooms, etc., to be taken into account in this space but no sleeping room must be less than 72 cubic feet and 12 superficial feet. (9). Minimum height 5 ft. 6 ins. from floor, and in new ships 6 ft. (20)

7. When the crew is quartered aft "Standard" ship accommodation for two-berth cabins and messing accommodation should be adopted.

Two-berth cabins are not advocated as the Committee thinks "they have been found in practice to be open to serious objection and are not, as a rule, popular with the men". It is, however, considered desirable that the watches should be separately berthed, and that there should be a separate room for the day men - i.e. three rooms for the sailors, and three for the firemen. (8)

Petty Officers should be berthed separately from the men. In insulated ships, it is considered important that the main engine greasers' should be berthed separately, and that it would not be

where number of deck hands is over twelve, or firemen over eighteen, it is recommended that separate sleeping accommodation for each watch be provided. (16)

CONT'D./

possible to further sub-divide these ratings according to watches. (8)

Bulkheads should be of steel, with a 3 inch space above and below for ventilation and washing down. (14)

There is no mention of separate accommodation for apprentices.

Bulkheads should all be painted at regular intervals, with a light coloured paint, or, preferably, enamel. (14)

No separate mention.
Crews' space should be repainted, preferably white, or a light colour, as a rule every two years. (32)

9. Separate accommodation should be provided for apprentices.

10. Living quarters should be painted white or a light colour; all paint or enamel only should be used for this purpose.

11. Crews' quarters should be inspected daily by an officer, and the conditions logged. Better disciplinary powers should be given to masters to enforce cleanliness amongst crews.

It should be the business of the master to make a daily inspection of the crews' quarters, and to note this and the results in the log.

Crew spaces must be kept clean but no workable provision made for this being secured. (32)

Quarters should be left clean at the end of a voyage as an example to the new crew. The penalty in the ordinary articles for failing to keep quarters clean should be twenty shillings instead of five shillings. A sailor should be detailed from each watch for the last half-hour, to do necessary cleaning. The practice of engaging a "pogey" where over thirty firemen are carried is approved, as is the Norwegian regulation respecting spitting and the provision of spittoons.

Quarters should be so designed

Sleeping.

13. Metal construction, or other approved substance as lieu of wood should be used for bunks.

that the hose-pipe can be freely used. (25-26)

Berths should be entirely of metal with a metal lath mattress, and all tubes should be sealed at the ends. Spring mattresses are said to harbour vermin. There is no objection to the provision of movable wooden leeboards. (15)

Except when intended for asbestos, bunks should be of metal, fixed or folding, and with metal mattresses and/or lath bottoms; rails to be of tubing except where the boat roll comes in contact with a bulkhead or the ship's side, when it may be of wood, not less than nine inches deep and portable. (23)

13. Where cherting exists in sleeping accommodation, it should be rendered vermin-proof, so that vermin such as bugs cannot pass through.

14. The 1923 Board of Trade Standard as to lighting in crews' quarters should be strictly adhered to, regard being had to any obstruction of light by furniture, fixtures or fittings.

Overhead coal and ship's side should be coated with cork cement, to be renewed from time to time. Sweating being due to bad ventilation, it is thought that the system recommended by the Committee will reduce this to a minimum. (15)

Where the accommodation is in the poop 12 inch scuttles should be fitted, and skylights should be used for messrooms. Artificial lighting should be electric with oil lamps as supplementary. (24)

Lining discouraged in steel and iron ships.
In new steel and iron ships cork cement is to be used. (13)

When ship is new and paint clean, a scum-paper should be readable in any part of space. If not regarded as sufficient, details and plan to be sent to Board of Trade. Electric light may be accepted under approved conditions. If plant installed, electric lighting compulsory

ventilation. 15. The 1923 Board of Trade regulations as to ventilation of aircraft quarters should be strictly adhered to, irrespective of doors or other accessory sources. Improved circulation of air in store-holds is recommended.

The Committee recommends a system of natural ventilation, which is said to eliminate draught, and to be proof against interference. A forward and an after ventilator, each fitted with a revolving cowl, are placed in the alleyway. The after one is the inlet, has a reducing diaphragm, and communicates direct with a transverse duct beneath the overhead deck, and which is continued at right angles down the two sides of the alleyway, to open 18 inches below the overhead deck.

For night time and dull weather. (17) Discusses systems, but does not lay down a hard and fast line respecting method, one room must have not less than two ventilators (inlet and outlet), to be fitted clear of bunk in such positions as to cause no discomfort to occupants, and should be capable of being kept open in any ordinary weather. Minimum diameter of opening fitted at 5 inches. Cowl ventilators should have an area of 3 square inches per person for both inlet and outlet (18)

This duct, with a ventilator of 15 inches diameter, should be 2 ft. by 6 inches cross measurements. The outlet ventilator opening is flush with the overhead deck. It is said that the cool, fresh air will enter the cubicles below the bulkheads, and the warm, foul air pass out above, to be drawn through the outlet ventilator. It is considered that this system will also supplement the skylights and mushroom ventilators recommended for the messrooms. Wash-rooms and W.C.'s should be provided with mushroom or swan-neck ventilators. For the tropics, it is considered that side scuttles, wind scoops, doors in the poop, companion ways, the cowl ventilators, and, possibly windsails will be sufficient.

The efficiency of electric fans is admitted, but these are not recommended, owing to liability to ill-treatment and damage. It must be obvious that the special system is intended for crews' quarters at the after end of the vessel. (20-22)

Heating.

16. Efficient heating should be provided.

The Committee recommended a system of hot water heating, similar to the circulating system, so popular in domestic circles. The stove and boiler should be in each mess-room, and the pipes therefrom carried through the separate sleeping rooms. Steam would still have to be used in oil tankers. (19)

Must be proper provision in all crew spaces, which may be by electricity, steam, hot water or stove. Care must be taken to prevent escape of fumes. (24)

17. Adequate drying rooms should be provided outside the living quarters.

The Committee's plan provides hanging cupboards for oilskins. It is also suggested that a drying room could, in most cases, be placed within the fiddley casing, and should take the form of a thwartship's passage, with a door at each end. (29)

Hospital Provision.
18. Foreign-going vessels should have hospital accommodation away from crews' quarters.

A hospital is recommended in foreign-going vessels carrying 50 men or more, and should be on the boat deck, abaft the engine room skylight. There should be one or two swing cots (not superimposed), a wash basin and adjacent W.C. It should

Outside drying room and oilskin lockers stated to be important, and if properly stored will qualify for tonnage deduction. (26)

Separate, reserved and suitable hospital room, if provided, should be included in space qualifying for deduction. Suggested that beds should be at the rate of one to each 50 of the crew, and

Sanitation. 13. On re-classification of

old vessels, W.C.'s should be provided in single compartments, with urinals in addition where they can possibly be provided.

Regulation 25 of the Board of Trade Instructions as to Survey 1935, should be a requirement, but it is not approved as regards its last paragraph as to position. They should be on or above

be lighted with a lampship skylight, should be heated by a brazier stove, have torpedo ventilators, and have protection from mosquitoes (31)

The Committee are of opinion that the existing requirements of the Board of Trade are already carried out in practice, and that more modern sanitary accommodation should be provided in vessels not so fitted. (33).

Ordinarily there should be one W.C. for every ten men, any overplus not reaching that number qualifying for an additional W.C. The W.C.'s.

that heating, proper ventilation, and wash basins should be provided, and there reasonably practicable, a separate W.C. opening from the hospital. (37) Privy accommodation is dependant on requiring deductions from tonnage. In such cases they must be of such number and construction as may be approved by the Surveyor. In new ships to be single vent W.C.'s properly partitioned off from one another. There may be channelled from or heavy glazed stoneware, or

main deck.

should be near the washing accommodation, separated by steel partitions, have separate pans of enamelled cast iron, have removable seats, with hinged wing hardwood side pieces, have adequate flushing tank, operated by tap or cock, and, if in the poop, the W.O.'s should be placed at the extreme after end. The water seal should not be insisted on, the principle objection being freezing in cold weather. Separate accommodation should be provided for deck labourers in fore part of ship. (11)

hopper type with hard wood rim or seat pads. Each to have a water seal, separate and ample flush. Whichever practicable, tanks connected with the flushing apparatus by permanent pipes, separate from deck or fire service. Soil pipes are to be fitted with a cleansing opening and cap. W.O.'s are allowed below main deck.

20. Shower basins and wash basins separate wash rooms are with hot and cold water, should be provided. Fresh water supply for wash-hand basins is necessary.

Recommendations for saloons and firemen. Such should have a salt water spray, with, if possible, arrangements for heating the water. There should be a row of fixed galvanised basins but no fresh water laid on. Hot water is always available, and can be fetched. Washing troughs are not recommended. Floors should be cemented, and bulkheads carried through from deck to deck. Suitable wash basins in petty officers' quarters are recommended. (10)

Space occupied by bathing and/or showers of wash-ing places, may be allowed for in tonnage deductions, provided sleeping space is not less than 72 cubic feet and 12 sq. feet per man. Daily supply of hot fresh water for washing purposes should be provided. (25)

Water Supply.

21. Port Sanitary Authorities should be empowered to deal with contaminated water on ships.
22. Drinking water should be stored only in galvanised iron or steel tanks, which should be constructed so as to be readily inspected, and have facilities for cleansing and be away from the latrine and sleeping accommodation.
23. Vessels trading in ports where water supplies are doubtful should be provided with chlorine "for purposes of purification", and effective water testing apparatus.

No recommendations.

No provision for this.

No recommendations.

No mention of water storage.

No recommendations.

No mention of water purification.

Food
Storage

21. Gallies in ships of 500 tons registered and under should be constructed and equipped on modern lines.

23. Storage accommodation for food should be rat-proof, and away from latrine and sleeping accommodation.

It is considered that the galley should be as near the crews' quarters as possible, but that difficulty in this respect might be minimised by the use of special multiple carriers for food, with insulated jackets. (c)

No recommendations.

No instructions regarding galleys, except that, if adjoining crew's space, the bulkhead, if of wood, must be doubled and felt placed between the doubling and bulkhead. (22)

Where men provide their own food, provision lockers must be fitted, and be placed wherever practicable, outside sleeping quarters, and suitably ventilated. (26)

A copy of this report was sent to the Ministry of Health, and on 5th. October, 1931, the Board of Trade replied to the Secretary of the Association, stating that the Board had decided to give their general approval to the recommendations of the Committee appointed by the Shipping Federation to advise as to the best arrangements which could be made for the comfort and convenience of crews, but that they did not intend to alter the existing regulations as to crews' accommodation, but that they would bring the recommendations to the notice of their Surveyors and had instructed them to ascertain, in the case of all new ships, the proposals as regards the accommodation of the crew as early as possible in order that the owners and builders might be approached with a view to securing such improvements in design or in fittings as might appear to be called for in the light of the recommendations. The letter went on to criticise certain other recommendations made by the Association and ended by saying that the Association's recommendation in regard to separate accommodation for food was receiving the Board's consideration (210)

The Committee appointed to consider the Hygiene of Crews' Spaces in Merchant Ships considered the Board of Trade's reply, and the Secretary was instructed to reply to the Board along the following lines:-

"1. That the Association is glad that the Board has given general approval to the Association's recommendations as to the hygiene of crews' spaces in Merchant Ships, for the improvement of which the Association has been working for many years.

2. That attention be drawn to the difficulties of enforcing

the existing non-statutory Regulations as to crews' accommodation, and that the Board be asked if (a) any new legislation may be expected in the near future, and (b) in the meantime the Board will draw the attention of Naval Architects and Ship Builders to the Report of the Shipping Federation in "Officers' and Crews' Accommodation in Cargo Vessels".

3. That the Board be asked to include in the instructions to its surveyors mentioned in paragraph 2 of the Board's letter, the cleaning of quarters during the voyage, and the necessary removal of rubbish which should be completed at the end of the voyage, as suggested in the Report of the Committee of the Shipping Federation.

4. That the Board be asked whether it would consider setting up a Committee of the Board of Trade to approve plans of officers' and crews' quarters in new ships; and also whether the Board would consider it desirable to stipulate that attendance at a course of instruction in Marine Hygiene should be a necessary qualification for Surveyors of Ships under the Merchant Shipping Acts.

5. That the Board be desired to state why, if 200 cubic feet per head is suitable for sailors and soldiers, so much less cubic space per head is needed for the mercantile marine.

6. That the Association is pleased to note that the Board is recommending the cabin principle instead of the open fore-castle.

7. That the Association would be glad if the Board would amplify its remarks with regard to accommodation for apprentices".

The Board of Trade replied to the letter sent by the Secretary, on 2nd. May 1932, and the reply stated that :- (211)

1. The cleansing of crews' quarters was primarily a matter of discipline for which masters and officers were responsible.
2. Approval of plans of a ship - The proposal to set up a committee to approve plans of crew accommodation had already received careful consideration and the Board were, as the Association were already aware, unable to support the proposal.
3. Course in Hygiene for Surveyors - The Board did not consider the attendance at a course in Marine Hygiene should be required as a qualification for an appointment as a Board of Trade Surveyor.
4. Cubic Space per Head - The Board stated that in actual practice the cubic space per head provided for sailors and soldiers on troop ships was much less than 200 cubic feet per head.
5. Apprentices - The Board replied that it was already the invariable practice to provide sleeping and messing accommodation for apprentices separate from that of the remainder of the crew.
6. Food Storage - The Board were in agreement with the Association's recommendation that food storage should be rat-proof and situated away from the latrines and sleeping accommodation, and that this was already the practice on board ships.

In November 1933, a resolution was carried by the General Committee of the Association to the effect that the opinion of all member authorities, as to whether there has been any recent improvement in the construction of crews' spaces in Merchant Ships, be invited and that the information received be considered by the General Committee (212)

Replies to this questionnaire were received and the Sub-Committee of the Association considered a memorandum prepared on "A Summary of the Opinions Expressed by the Various Member Authorities on Crew Spaces".⁽²¹³⁾ These were considered and it⁽²¹⁴⁾ was finally resolved :-

"That the Secretary be desired to prepare a document co-ordinating the Association's original recommendations to the Board of Trade with the additional recommendations set out in paragraph 3 (b) hereof, that such document be submitted to the President, and the Port Medical Officers of Cardiff, Glasgow, Liverpool, London and Southampton for approval, and that such document, when so approved, be circulated to this Committee prior to its next meeting".

It was resolved by the General Committee that the Secretary be desired to prepare a document co-ordinating the Association's original recommendations to the Board of Trade with the additional recommendations. This was done, and it was submitted to the General Committee of the Association at its meeting in May 1935. The new recommendations were agreed upon and were sent to the Board of Trade.⁽²¹⁵⁾ These recommendations were:-

"1. These proposals are intended to apply to new ships of over 300 tons registered, but on re-classification of existing vessels improved accommodation should be made where necessary and practicable, to bring the vessels up to the standard now laid down.

On re-classification of old vessels, or on other suitable occasions, any available and convenient space should, where necessary, and if practicable, be taken into the crews' accommodation.

Plans.

2. In plans of new ships, the accommodation proposed to be provided for officers and crews to be approved by a Committee, of which one, or more, member is a Medical Sanitarian with a special knowledge of marine hygiene. The Model Plans of the Shipping Federation should be adopted as a standard.
3. After completion of construction, and previous to occupation, the quarters should be certified as being in accordance with the plans approved by the above Committee.
4. The provision and arrangement of Crews' spaces should be mid-ships or aft, and not below the load line.

Accommodation and Cubic Space.

5. Mess room accommodation should be provided apart from the sleeping quarters. Any exception to this rule in the case of vessels of small tonnage must receive special sanction. A mess room boy should be carried.

In all new ships the mess rooms and galley should be situated near each other.

6. A cubic space allowance for crews' spaces similar to Admiralty and Army Transport requirements of 200 cubic feet per head, with a minimum height of 6 feet 6 inches should be aimed at.
7. In the crews' quarters the watches should be berthed separately.

Suitable metal clothes lockers, to accommodate a full kit, should be provided.

8. Provision should be made for the protection of crews' quarters against mosquitoes, where necessary.
9. Separate accommodation should be provided for apprentices.

10. Living quarters should be painted white or a light colour; oil paint or enamel only should be used for this purpose.

11. Crews' quarters should be inspected daily by an officer, and the conditions logged. Better disciplinary powers should be given to masters to enforce cleanliness amongst crews.

Sleeping.

12. Metal construction, or other approved substance in lieu of wood, should be used for bunks.

13. Where sheathing exists in sleeping accommodation, it should be rendered vermin-proof, so that vermin such as bugs cannot pass through.

Lighting.

14. The 1923 Board of Trade standard as to lighting in Crews' quarters should be strictly adhered to, regard being had to any obstruction of light by furniture, fixtures or fittings.

Adequate artificial light should always be available in port.

Ventilation.

15. The 1923 Board of Trade Regulations as to ventilation of crews' quarters should be strictly adhered to, irrespective of doors or other accessory sources. Improved circulation of air in stokeholds is recommended.

Heating.

16. Efficient heating should be provided.

17. Adequate drying rooms should be provided outside the living quarters on the lines recommended in the Shipping Federation's Report, recommendation number 29, which reads:-

"29. Drying room: The Committee have provided in their plan large hanging cupboards abaft the petty officers'

accommodation, which are intended for hanging up the crews' oilskins. It is suggested that a drying room in addition should be provided, which could in most cases be placed within the fiddley casing, and should take the form of a passage of approximately 3 feet wide running thwartships, and entered by a door at each end".

Hospital Provision.

18. Foreign-going vessels having a crew of 50 or more should have hospital accommodation away from crews' quarters. Separate hospital accommodation should also be provided for passengers.

Foreign-going vessels carrying a crew numbering between 25 and 50 men, should at least have a separate room provided as a sick bay.

Sanitation.

19. On re-classification of old vessels, water closets of pedestal type in glazed earthenware or good enamelled metal with efficient flushing apparatus should be provided in single compartments (one water closet for each ten men, exclusive of officers) with urinals in addition where they can possibly be provided. Regulation 25 of the Board of Trade Instructions as to Survey 1923, should be a requirement.

Efficient storm flaps should be provided to water closets.

20. Separate washrooms are recommended for sailors and firemen. Each washroom should be supplied with fresh water, and means of heating same.

Water Supply.

21. Port Sanitary Authorities should be empowered to deal with contaminated water on ships.

22. Drinking water should be stored only in galvanised iron or steel tanks, which should be so constructed as to be readily inspected and easily accessible for cleansing, and be away from the latrine or sleeping accommodation.

Filling pipes, sounding pipes and air pipes to drinking water tanks should be arranged so as to avoid the possibility of contamination.

23. Vessels trading in ports where water supplies are doubtful, should be provided with chlorine "for purposes of purification", and effective water testing apparatus.

Food Storage.

24. Galleys in ships of 300 tons registered and under should be constructed and equipped on modern lines.

25. Storage accommodation for food should be rat-proof, and away from latrine and sleeping accommodation.

The provision of special storage accommodation for food, consisting of separate metal lockers, with louvres in doors, and situated in mess rooms, for crews who ration themselves, is recommended".

(216)

The Board of Trade replied that the question of crew accommodation was under active consideration, and that they were considering revising their Instructions as to the Survey of Masters' and Crews' Spaces, issued in 1923.

In the meantime, in a paper entitled "A Survey of Crews' Accommodation in Merchant Ships at the Port of Hull", read to the Association by Dr. Cadman, at the annual General Meeting in 1935, he stressed the defects to be found in British Ships, and he concluded that the best accommodation is found in vessels over 3,000 tons, but unfortunately there

(217)

were still ships in this class where the quarters were anything but good. He stated that in British ships under 3,000 tons there was need for considerable improvement in all matters concerning crews' quarters.

At the Annual General Meeting of the Association in 1936, Dr. Greenwood Wilson (218) read a paper on "Slum Clearance at Sea". He showed that the death rate from tuberculosis in Cardiff had not declined so rapidly nor to so low a level as that for England and Wales as a whole, and he suggested that this was due to Cardiff being a sea-faring town with a large proportion of seamen resident therein. He quoted a table showing the occupational incidence of tuberculosis in Cardiff during the years 1924 to 1934, and this table revealed that tuberculosis had its highest incidence amongst seamen. He called for an all-round improvement in accommodation for Merchant Seamen.

In November 1936 the Board of Trade invited a deputation from the Association to meet them to discuss crews' accommodation, and the Sub Committee of the Association met the Board on this matter. (219) The Board asked the Association if they could stress, through their representatives at each port, the necessity of educating the men in regard to keeping their accommodation in a clean and tidy condition, and the Association replied that they would be glad to do so.

In 1937, new instructions to Surveyors as to the Survey of Masters and Crews' Spaces were issued by the Board of Trade and during the war of 1939 to 1945 the Association, through its members, kept itself informed on the latest developments in crew accommodation, and were fully satisfied that the accommodation being provided on board the ships constructed

under the Ministry of War Transport exceeded that recommended
(175)
in the Regulations issued by the Board of Trade in 1937 .

Crew Accommodation - International Action.

At the International Labour Conference at Genoa in
(220)
1920 , Crew Accommodation was one of five subjects which
were regarded as "promising fields for immediate codification",
but from that date until 1944 nothing was done by the
International Labour Organisation to improve crew accommodation.
At the 26th. Session of the International Labour Conference
(120)
at Philadelphia in 1944 , the following recommendation was
adopted - "In any negotiations regarding the organisation,
control and operation of Merchant Shipping, and in particular
in making international arrangements for the disposal of
Merchant Shipping tonnage, the United Nation concerned should
consult the competent bodies of the International Labour
Organisation, such as the Joint Maritime Commission, in regard
to the possibility of including stipulations concerning the
standard of accommodation to be provided for crews, and
stipulations embodying the provisions of conventions already
adopted by the Maritime Sessions of the Conference, or of any
further such conventions that may be adopted before the
negotiation of such agreement".

A Joint conference of the International Mercantile
Marine Officers' Association, which includes the International
Federation of Radio Officers and the Seamen's Section of the

International Transport Workers' Federation, met in London in July, 1944. Twelve maritime countries were represented at the conference, which drew up an International Seafarers' Charter (21) Dealing with crew accommodation, the Charter recommended that:-

"All living quarters should as far as practicable be situate amidships.

For all officers there should be separate cabins with a floor space of at least 100 square feet.

To promote communal feeling on board, as well as to facilitate the work of the catering personnel, there should be one officers' mess.

Adjoining the officers' mess there should be a small mess for a few persons where the engineer on watch can have his meals - an arrangement especially convenient during periods when other officers are wearing white uniform.

Each department should have a separate office, so that no officer's cabin need be used as office and reception room when a ship is in port.

In all ships over 1,2000 tons gross, the crew should be housed in two-men cabins; in smaller ships over 400 tons gross not more than four men should share a cabin. The free floor space should be at least 12 square feet per person.

There should be a ventilated full length locker for every member of the crew. Lockers should be placed in the cabins.

Wooden bunks should be entirely eliminated. To counteract vermin, furniture should be of plastics and "non-sweating" metals such as chromium tubing. A reading

lamp should be provided over each bunk.

Bed and bedding should be supplied by the owners to all officers and men. The beds should be provided with spring and rubber mattresses, which are expensive but very durable. This type of mattress is also vermin-proof, and can be used for life-saving purposes, as it will keep a man afloat. Further each bed should be provided with three blankets, two sheets, pillow, pillow-slip and bed cover. Sheets and pillow slips should be changed fortnightly.

Soap and towels should be provided to all officers and ratings.

Owners should be responsible for all laundry expenses of officers and men, including their personal belongings.

Crews' quarters should be distinct and apart from mess rooms. All ships over 400 tons gross should have mess rooms for deck and engine room personnel, and ships over 3000 tons gross or with a catering personnel of four or more persons, a special mess for the catering personnel. Mess rooms should be adjacent to the galley and where possible with service hatch to obviate the carrying of food for long distances. All messrooms should be fitted with filtered drinking water syphons.

Eating utensils, should be provided by the owners. Plates, cups etc., should be of china or heat-proof glass.

Cabins and mess rooms, both of officers and men, should be heated and ventilated through a system of conditioned air. Ventilation should not depend solely on portholes and fans. The porthole should be big enough to allow a man to escape through it.

To facilitate cleaning of living quarters, mess rooms, etc. and to keep them free from vermin, bulkheads should be covered with plastics and floors with steelite compositions instead of wood. Floors should have rounded off edges to avoid crevices.

Where quarters have to be fumigated, cyanide gas should be used rather than sulphur.

Smoke rooms with recreation and library facilities should be provided for both officers and ratings.

Ships over 400 tons gross should have wash rooms with fixed wash basins, shower baths and bathroom for all departments. Wash basins should be laid on with fresh water. When the steam boiler is on, hot water should be available in wash rooms and bathrooms.

W.C. accommodation should be separate from wash rooms and bathrooms and should be fitted with urinal porcelain stalls. There should be at least one W.C. for every eight men, and a minimum of two for officers. W.C. accommodation for radio officers should be situated near their service post. Proper toilet paper should be provided.

All ships should have a small laundry with electric washing machine and adjacent drying room, to enable men to do their own laundry and the catering staff that of the ship on long voyages. The drying room also to be used for men to dry their clothes when coming wet from watch.

Walls and floors should be tiled in all toilet and laundry accommodation. All bathrooms and toilets, as well as mess and sleeping quarters, should be kept clean by the mess-man of the department concerned and should be inspected

daily by the chief steward or master.

Ships with a crew of not less than 13 should have a special sick bay with at least one bed. The sick bay must be well lighted and ventilated, situated amidships, and must not be used for any other purpose".

The Joint Maritime Commission of the International Labour Office met in London in January 1945. (117) It had before it a general survey of conditions of employment in the Mercantile Marine, prepared by the International Labour Office, (221) which included a section on crew accommodation on board ship. At this session the Commission discussed the International Seamen's Charter which, among other things, lays down standards for crew accommodation. The survey compared the standards for all aspects of crew accommodation as laid down in various countries. The survey made it clear that the crew accommodation in deep-sea tramp ships built for the Ministry of War Transport or private owners during the Second World War was much better than that on ships being built prior to the outbreak of the second world war. The Commission unanimously adopted a resolution in the following terms - "The Joint Maritime Commission has had before it the proposals for an International Seamen's Charter, framed by the International Transport Workers' Federation and the International Mercantile Marine Officers' Association. The Commission is unanimous in its view that every effort should be made to secure the widest possible effective agreement among maritime countries to ensure the best practical conditions of employment for seafarers, and regards the proposals in the Charter as a valuable contribution to this end". The Commission went on to recommend that the

Governing Body of the International Labour Office should hold a technical conference, which should prepare draft conventions on the following subjects:-

- (a) Wages; hours; manning;
- (b) Leave;
- (c) Accommodation;
- (d) Food and Catering;
- (e) Recognition of seafarers' organisations.

The recommendations of the Maritime Commission were adopted (121) and a Maritime Preparatory Technical Conference of the International Labour Organisation was held in Copenhagen in November 1945, at which a special committee was set up to (222) deal with Crew Accommodation on board ship, and this committee dealt in detail with the preliminary text of the international instrument concerning crew accommodation on board ship, which had been prepared by the International Labour Office (223). The proposed convention covered all aspects of crew accommodation, and a summary of the discussions of the Committee (222) and their recommendations is given below :-

Scope and Definitions.

The recommendations were to apply to all vessels except:-

- (a) Vessels of a tonnage less than 200 tons;
- (b) Sailing vessels with auxiliary engines;
- (c) Vessels engaged in fishing, whaling or similar pursuits, or in operations directly connected therewith.

After some discussion, at which the shipowners' representatives objected to the new recommendations covering existing ships, it was decided that the new convention should cover all ships afloat, but that in each country if the

competent authority was satisfied that in the case of an existing ship full compliance with the requirements would necessitate structural alterations so intensive that the owner could not reasonably be called upon to make them, it might exempt that ship from compliance to such extent and in such respects as might be necessary to meet the circumstances of the case, and that exemption would only be granted for a limited period.

Obligation on States.

To ensure that the planning, control and requirements of crew accommodation were carried out, the convention recommended that the national laws and regulations should:-

- (a) Require the competent authority to bring the regulations to the notice of all persons concerned.
- (b) Define the persons responsible for compliance therewith.
- (c) Prescribe adequate penalties for any violation thereof.
- (d) Provide for the maintenance of a system of inspection adequate to ensure effective enforcement.
- (e) Require the competent authority to consult the organisations of shipowners and seafarers in regard to the framing of the regulations and to collaborate so far as practicable with such organisations in the administration of the regulations.

This recommendation was adopted unanimously.

Planning and Control of Crew Accommodation.

The shipowners' representatives objected to certain recommendations in the draft convention, among them being the recommendation that the plans for new accommodation in an existing ship should be submitted to the competent authority. This was defeated and the recommendation carried.

Crew Accommodation Requirements.

Crew Accommodation Requirements.

(a) General - Minor alterations were adopted, such as the substitution of the word "fire retarding" for "fire resisting" bulkheads.

(b) Ventilation - The draft convention proposed that ships engaged in voyages between thirty degrees north and thirty degrees south should be equipped with mechanical means of ventilation. The Shipowners' representatives objected to this, and suggested that this should only apply to vessels trading regularly in the tropics, but, as was pointed out by the seafarers' representatives, one single voyage in the tropics might last for many months, and the recommendation of the convention was adopted.

The draft convention had suggested that electric fans should be installed in all sleeping rooms, but the shipowners' representatives objected to this, and suggested that ships engaged outside the tropics should be fitted with either mechanical ventilation or fans, and this was eventually adopted.

Heating.

The shipowners' representatives objected to the recommendation that heating should be in operation at all times and pointed out that if a ship were in port and the boilers being repaired, steam heat was not possible, and the Committee decided that the convention should recommend that heating should be provided if at all possible when the crew were living or working on board.

Lighting.

The shipowners' representatives suggested that electric light should only be provided in ships of 400 tons and over,

and this was accepted by the Committee.

Sleeping Rooms.

There was much discussion on the minimum floor area to be allocated per person. The shipowners' representatives suggested a floor area of 24 square feet per person, to be reduced to 20 square feet in passenger ships in which more than four ratings were berthed in a room, but the seafarers' representatives could not agree with this. After much discussion a new scale was put forward, which was adopted. This provided that the floor area available for men should vary according to the size of the ship, and agreement was also reached regarding the number of persons allowed to occupy each sleeping room.

The committee agreed that the height of a sleeping room in any ship of 1,000 tons or more should not be less than 7 feet 6 inches, measured vertically from the deck to the upper side of the deck-head beams.

In large ships, the shipowners' representatives suggested that instead of six ratings belonging to the catering department being allowed to sleep in one room, this figure should be altered to fourteen. The committee eventually agreed to accept the figure of ten.

In the Draft Convention it was recommended that members of the crew should be provided with individual berths and that these should not be placed side by side in such a way that access to one berth could be obtained only over another, and, further, that berths should not be arranged in tiers of more than two; in the case of berths placed along the ship's side only a single tier should be allowed. These recommendations were agreed upon, but the shipowners' representatives

suggested that the distance from the floor of the lower of the two berths in a double tier should be reduced from 15 inches to 12 inches. This was accepted by the Committee. The shipowners' representatives also objected to the size of the bed (6'3" x 2'3") but their objection was over-ruled.

Mess Rooms.

The recommendations of the Draft Convention were agreed to almost without discussion. The only opposition offered by the shipowners' representatives was against providing messing accommodation for the catering staff, but the recommendations of the Draft Convention were finally carried.

Recreation Accommodation.

Objection to providing a separate recreation room in ships of over 4,000 tons was sustained.

Sanitary Accommodation.

Dealing with water closets on board ship, it was finally agreed that there should be one water closet for every eight persons or less, provided that when the number of persons in a group exceeded an even multiple of the specified number by less than one half of the specified number this surplus might be ignored.

A new paragraph was inserted which provided that the shipowner should supply towels and soap to members of the crew.

Hospital Accommodation.

The Draft Convention had proposed that in any ship carrying a crew of twelve or more, and engaged in a voyage of more than two days duration, separate hospital accommodation should be provided. It was pointed out that if each seaman has a single cabin then it was unnecessary to provide hospital

accommodation.

After some discussion it was decided to substitute fifteen men for twelve, and three days for two, as proposed in the Draft Convention.

It was also decided to insert an additional clause which would ensure that an approved medicine chest was carried on ships which did not carry a doctor.

Miscellaneous Requirements.

These included lockers for oilskins, provision of office rooms, insect screens, and awnings for ships in the tropics. It was agreed that these provisions should be amended to apply to ships of over 3,000 tons.

Special Arrangements for Certain Crews.

The Draft Convention dealt with special measures to be taken where the crew in any department is composed of Asiatics or Africans, and the committee accepted the shipowners' representatives' amendment to the effect that the modification in accommodation contemplated in the Draft Convention should be required only in respect of those members of the crew in any department who have distinctive national habits or customs. The Draft Convention proposed that in such ships the minimum floor area for sleeping and mess rooms, taken together, should not be less than 25 square feet. There was much discussion on this subject. It was decided to fix the area at 18 square feet for ships up to 3,000 tons, and 20 square feet for larger ships.

Maintenance and Inspection.

The Draft Convention proposed that crew accommodation should be kept free of goods, kept in a clean and habitable

condition, and that there should be regular inspection of accommodation. This was agreed upon.

The amended Draft Convention was submitted to the 28th. Session of the International Labour Conference held at Seattle in June 1946. The Draft Convention was discussed at this Conference. Further amendments were made and the Convention (224) was finally issued in the following form -

"Convention Concerning Crew Accommodation on Board Ship."

"The General Conference of the International Labour Organisation,

Having been convened at Seattle by the Governing Body of the International Labour Office, and having met in its Twenty-eight Session on 6th. June 1946, and

Having decided upon the adoption of certain proposals with regard to crew accommodation on board ship, which is the third item on the agenda of the session, and

Having determined that these proposals should take the form of an International Convention,

adopts this 29th. day of June of the year one thousand, nine hundred and forty-six, the following Convention, which may be cited as the Accommodation of Crews Convention, 1946:

Part I - General Provisions

Article 1.

1. This Convention applies to every sea-going mechanically propelled vessel, whether publicly or privately owned, which is engaged in the transport of cargo or passengers for the purpose of trade and is registered in a territory for which this Convention is in force.

2. National laws or regulations shall determine when vessels are to be regarded as sea-going vessels for the purpose of this Convention.

3. This Convention does not apply to -

- (a) vessels of less than 500 tons;
- (b) vessels primarily propelled by sail but having auxiliary engines;
- (c) vessels engaged in fishing or whaling or in similar pursuits;
- (d) tugs;

4. Provided that the Convention shall be applied where reasonable and practical to:

- (a) vessels between 200 and 500 tons; and
- (b) the accommodation of persons engaged in usual sea-going routine in vessels engaged in whaling or in similar pursuits.

Article 2.

In this Convention -

- (a) the term "ship" means a vessel to which the Convention applies.
- (b) the term "tons" means gross register tons;
- (c) the term "passenger ship" means a ship in respect of which there is in force either (i) a safety certificate issued in accordance with the provisions of the International Convention for the safety of Life at Sea for the time being in force or (ii) a passenger certificate;
- (d) the term "officer" means a person other than a master ranked as an officer by national laws or

regulations, or, in the absence of any relevant laws or regulations, by collective agreement or custom;

- (e) the term "rating" means a member of the crew other than an officer;
- (f) the term "petty officer" means a rating serving in a supervisory position or position of special responsibility who is classed as petty officer by national laws or regulations, or, in the absence of any relevant laws or regulations, by collective agreement or custom;
- (g) the term "crew accommodation" includes such sleeping rooms, mess rooms, sanitary accommodation, hospital accommodation and recreation accommodation as are provided for the use of the crew;
- (h) the term "prescribed" means prescribed by national laws or regulations or by the competent authority;
- (i) the term "approved" means approved by the competent authority;
- (j) the term "re-registered" means re-registered on the occasion of a simultaneous change in the territory of registration and ownership of the vessel.

Article 3.

1. Each Member for which this Convention is in force undertakes to maintain in force laws or regulations which ensure the application of the provisions of Parts II, III, and IV. of this Convention.

2. The laws or regulations shall -

- (a) require the competent authority to bring them to the notice of all persons concerned;

- (b) define the persons responsible for compliance therewith;
- (c) prescribe adequate penalties for any violation thereof;
- (d) provide for the maintenance of a system of inspection adequate to ensure effective enforcement;
- (e) require the competent authority to consult the organisation of shipowners and/or the shipowners and the recognised bona fide trade unions of seafarers in regard to the framing of regulations, and to collaborate so far as practicable with such parties in the administration thereof.

Part II - Planning and Control of Crew Accommodation.

Article 4.

1. Before the construction of a ship is begun a plan of the ship, showing on a prescribed scale the location and general arrangement of the crew accommodation, shall be submitted for approval to the competent authority.

2. Before the construction of the crew accommodation is begun and before the crew accommodation in an existing ship is altered or reconstructed, detailed plans of, and information concerning, the accommodation, showing on a prescribed scale and in prescribed detail the allocation of each space, the disposition of furniture and fittings, the means and arrangement of ventilation, lighting and heating, and the sanitary arrangements, shall be submitted for approval to the competent authority: Provided that in the case of emergency or temporary alterations or reconstruction effected outside the territory of registration it shall be sufficient compliance with this provision if the plans are subsequently submitted

for approval to the competent authority.

Article 5.

On every occasion when -

- (a) a ship is registered or re-registered.
- (b) the crew accommodation of a ship has been substantially altered or reconstructed, or
- (c) complaint has been made to the competent authority in the prescribed manner and in time to prevent any delay to the vessel by a recognised bona fide trade union of seafarers representing all or part of the crew or by a prescribed number or proportion of the members of the crew of the ship that the crew accommodation is not in compliance with the terms of this Convention,

the competent authority shall inspect the ship and satisfy itself that the crew accommodation complies with the requirements of the laws and regulations.

Part III - Crew Accommodation Requirements

Article 6.

1. The location, means of access, structure and arrangement in relation to other spaces of crew accommodation shall be such as to ensure adequate security, protection against weather and sea, and insulation from heat or cold, undue noise or effluvia from other spaces.
2. There shall be no direct openings into sleeping rooms from spaces for cargo and machinery or from galleys, lamp and paint rooms or from engine, deck and other bulk store-rooms, drying rooms, communal wash places or water closets. That part of the bulkhead separating such places from sleeping rooms and external bulkheads shall be efficiently constructed

of steel or other approved substance and shall be watertight and gastight.

3. External bulkheads of sleeping rooms and mess rooms shall be adequately insulated. All machinery casings and all boundary bulkheads of galleys and other spaces in which heat is produced shall be adequately insulated where there is a possibility of resulting heat effects in adjoining accommodation or passageways. Care shall also be taken to provide protection from heat effects of steam and/or hot water service pipes.

4. Internal bulkheads shall be of approved material which is not likely to harbour vermin.

5. Sleeping rooms, mess rooms, recreation rooms and alley-ways in the crew accommodation space shall be adequately insulated to prevent condensation or overheating.

6. Main steam and exhaust pipes for winches and similar gear shall not pass through crew accommodation nor, whenever technically possible, through alley-ways leading to crew accommodation; where they do pass through such alley-ways they shall be adequately insulated and encased.

7. Inside panelling or sheeting shall be of material with a surface easily kept clean. Tongued and grooved boarding or any other form of construction likely to harbour vermin shall not be used.

8. The competent authority shall decide to what extent fire-prevention or fire-retarding measures shall be required to be taken in the construction of the accommodation.

9. The wall surface and deckheads in sleeping rooms shall be capable of being easily kept clean, and, if painted, shall

be light in colour; lime wash must not be used.

10. The wall surfaces shall be renewed or restored as necessary.

11. The decks in all crew accommodation shall be of approved material and construction and shall provide a surface impervious to damp and easily kept clean.

12. Where the floorings are of composition, the joinings with sides shall be rounded to avoid crevices.

13. Sufficient drainage shall be provided.

Article 7.

1. Sleeping rooms and mess rooms shall be adequately ventilated.

2. The system of ventilation shall be controlled so as to maintain the air in a satisfactory condition and to ensure a sufficiency of air movement in all conditions of weather and climate.

3. Ships regularly engaged on voyages in the tropics and the Persian Gulf shall be equipped with mechanical means of ventilation.

4. Ships engaged outside the tropics shall be equipped with either mechanical means of ventilation or electric fans. The competent authority may exempt ships normally employed in the cold waters of the northern or southern hemispheres from this requirement.

5. Power for the operation of the aids to ventilation required by paragraphs 3 and 4 shall, when practicable, be available at all times when the crew is living or working on board and conditions so require.

Article 8.

1. An adequate system of heating the crew accommodation shall be provided except in ships engaged exclusively in voyages in the tropics and the Persian Gulf.
2. The heating system shall, when practicable, be in operation at all times when the crew is living or working on board and conditions require its use.
3. In all ships in which a heating system is required, the heating shall be by means of steam, hot water, warm air or electricity.
4. In any ships in which heating is provided by a stove, measures shall be taken to ensure that the stove is of sufficient size and is properly installed and guarded and that the air is not fouled.
5. The heating system shall be capable of maintaining the temperature in crew accommodation at a satisfactory level under normal conditions of weather and climate likely to be met with on service, the competent authority shall prescribe the standard to be provided.
6. Radiators and other heating apparatus shall be so placed and, where necessary, shielded, as to avoid risk of fire or discomfort to the occupants.

Article 9.

1. Subject to such special arrangements as may be permitted in passenger ships, sleeping rooms and mess rooms shall be properly lighted by natural light and shall be provided with adequate artificial light.
2. All crew spaces shall be adequately lighted. The minimum standard for natural lighting in living rooms shall be such as to permit a person with normal vision to read on a clear day

an ordinary newspaper in any part of the space available for free movement. When it is not possible to provide adequate natural lighting, artificial lighting of the above minimum standard shall be provided.

3. In all ships electric lights shall be provided in the crew accommodation. If there are not two independent sources of electricity for lighting, additional lighting shall be provided by properly constructed lamps or lighting apparatus for emergency use.

4. Artificial lighting shall be so disposed as to give the maximum benefit to the occupants of the room.

5. In sleeping rooms an electric reading lamp shall be installed at the head of each berth.

Article 10.

1. Sleeping rooms shall be situated above the load line amidships or aft.

2. In exceptional cases the competent authority may, if the size, type or intended service of the ship render any other location unreasonable or impracticable, permit the location of sleeping rooms in the fore part of the ship, but in no case forward of the collision bulkhead.

3. In passenger ships the competent authority may on condition that satisfactory arrangements are made for lighting and ventilation permit the location of sleeping rooms below the load line, but in no case immediately beneath working alley-ways.

4. The floor area per person of sleeping rooms intended for ratings shall be not less than -

- (a) 20 square ft. or 1.85 sq. m. in vessels under 800 tons.

(b) 25 sq. ft. or 2.35 sq. m. in vessels of 800 tons or over, but under 3,000 tons;

(c) 30 sq. ft. or 2.78 sq. m. in vessels of 3,000 tons or over;

Provided that, in the case of passenger ships in which more than four ratings are berthed in one room, the minimum per person may be 24 sq. ft. (2.22 sq. m.).

5. In the case of ships in which are employed such groups of ratings as necessitate the employment of a substantially larger number of ratings than would otherwise be employed, the competent authority may, in respect of such groups, reduce the minimum floor area of sleeping rooms per person, subject to the conditions that -

(a) the total sleeping space allotted to the group or groups is not less than would have been allotted had the numbers not been so increased, and

(b) the minimum floor area of sleeping rooms is not less than -

(i) 18 sq. ft. per person in ships under 3000 tons;

(ii) 20 sq. ft. per person in ships of 3000 tons or over.

6. Space occupied by berths and lockers, chests of drawers and seats shall be included in the measurement of the floor area. Small or irregularly shaped spaces which do not add effectively to the space available for free movement and cannot be used for installing furniture shall be excluded.

7. The clear head room in crew sleeping rooms shall not be less than 6 feet 3 inches (190 cm.).

8. There shall be a sufficient number of sleeping rooms to

provide a separate room or rooms for each department;
Provided that the competent authority may relax this requirement in the case of small ships.

9. The number of persons allowed to occupy sleeping rooms shall not exceed the following maxima:

- (a) officers in charge of a department, navigating and engineer officers in charge of a watch and senior radio officers or operators: one person per room;
- (b) other officers: one person per room wherever possible and in no case more than two;
- (c) petty officers: one or two persons per room, and in no case more than two;
- (d) other ratings: two or three persons per room wherever possible, and in no case more than four.

10. In passenger ships, permission may be given to accommodate not more than ten ratings belonging to the catering department per sleeping room.

11. The maximum number of persons to be accommodated in any sleeping room shall be indelibly and legibly marked in some place in the room where it can conveniently be seen.

12. Members of the crew shall be provided with individual berths.

13. Berths shall not be placed side by side in such a way that access to one berth can be obtained only over another.

14. Berths shall not be arranged in tiers of more than two; in the case of berths placed along the ship's side there shall be only a single tier.

15. The lower berth in a double tier shall be not less than 12 inches (30 cm.) above the floor; the upper berth

shall be placed approximately midway between the bottom of the lower berth and the lower side of the deckhead beams.

16. The minimum dimensions of a berth shall be 6 feet 3 inches by 2 feet 3 inches (190 cm. by 68 cm.).

17. The framework and the lee-board, if any, of a berth shall be of approved material, hard, smooth, and not likely to corrode or to harbour vermin.

18. If tubular frames are used for the construction of berths, they shall be completely sealed and without perforations which would give access to vermin.

19. Each berth shall be fitted with a spring bottom or a spring mattress and with a mattress of approved material. Stuffing of straw or other material likely to harbour vermin should not be used.

20. When one berth is placed over another, a dust-proof bottom of wood, canvas or other suitable material shall be fitted beneath the spring bottom of the upper berth.

21. Sleeping rooms shall be so planned and equipped as to ensure reasonable comfort for the occupants and to facilitate tidiness.

22. The furniture shall include a clothes locker for each occupant. The clothes lockers shall not be less than 5 feet (152 cm.) in height and of a cross-section area of 300 square inches (19.30 square decimetres), and shall be fitted with a shelf and a hasp for a padlock. The padlock shall be provided by the occupant.

23. Each sleeping room shall be provided with a table or desk, which may be of the fixed, drop-leaf or slide-out type, and with comfortable seating accommodation as necessary.

24. The furniture shall be of smooth, hard material not liable to warp or corrode.

25. The drawer or equivalent space for each occupant shall not be less than 2 cubic feet (.056 cubic metres).

26. Sleeping rooms shall be fitted with curtains for the sidelights.

27. Sleeping rooms shall be fitted with a mirror, small cabinets for toilet requisites, a book rack and a sufficient number of coat hooks.

28. As far as practicable berthing of crew members shall be so arranged that watches are separated and that no daymen share a room with watch-keepers.

Article 11.

1. Sufficient mess room accommodation shall be provided in all ships.

2. In ships of less than 1,000 tons separate mess room accommodation shall be provided for -

- (a) masters and officers;
- (b) petty officers and other ratings.

3. In ships of 1,000 tons and over, separate mess room accommodation shall be provided for -

- (a) masters and officers;
- (b) deck department petty officers and other ratings;
- (c) engine department petty officers and other ratings.

Provided that -

- (i) one of the two mess rooms for the petty officers and other ratings may be allotted to the petty officers and the other to the other ratings;
- (ii) a single mess room may be provided for deck and

engine department petty officers and other ratings in cases in which the organisations of shipowners and/or shipowners and the recognised bona fide trade unions of seafarers concerned have expressed a preference for such an arrangement.

4. Adequate mess room accommodation shall be provided for the catering department, either by the provision of a separate mess room or by giving them the right to the use of the mess rooms assigned to other groups; in the case of ships of 5,000 tons or over with more than five persons in the catering department consideration shall be given to the provision of a separate mess room.
5. The dimensions and equipment of each room shall be sufficient for the number of persons likely to use it at any one time.
6. Mess rooms shall be equipped with tables and approved seats sufficient for the number of persons likely to use them at any one time.
7. The competent authority may permit such exceptions to the foregoing rules concerning mess room accommodation as may be necessary to meet the special conditions in passenger ships.
8. Mess rooms shall be located apart from the sleeping rooms and as close as practicable to the galley.
9. Where available pantries are not accessible to mess rooms adequate lockers for mess utensils and proper facilities for washing utensils shall be provided.
10. The tops of tables and seats shall be of damp-resisting material, without cracks and capable of being easily cleaned.

Article 12.

1. In all ships a space or spaces to which the crew can

have access when off duty shall be provided on an open deck; the space or spaces shall be of adequate area, having regard to the size of the ship and the crew.

2. Recreation accommodation, conveniently situated and appropriately furnished, shall be provided for officers and for ratings. Where this is not provided separately from the mess rooms the latter shall be planned, furnished, and equipped to give recreational facilities.

Article 13.

1. Sufficient sanitary accommodation, including wash basins and tub and/or shower baths, shall be provided in all ships.

2. The following minimum number of separate water closets shall be provided:

- (a) in ships of under 800 tons: three;
- (b) in ships of 800 tons or over, but under 3,000 ton: four;
- (c) in ships of 3,000 tons or over: six;
- (d) in ships where the radio officers or operators are accommodated in an isolated position, sanitary facilities near or adjacent thereto shall be provided.

3. National laws or regulations shall prescribe the allocation of water closets to various groups, subject to the provisions of paragraph 4 of this Article.

4. Sanitary facilities for all members of the crew who do not occupy rooms to which private facilities are attached shall be provided for each group of the crew on the following scale:

- (a) one tub and/or shower bath for every eight persons or less;
- (b) one water closet for every eight persons or less;
- (c) one wash basin for every six persons or less:

Provided that when the number of persons in a group exceeds an even multiple of the specified number by less than one half of the specified number this surplus may be ignored for the purpose of this paragraph.

5. When the total number of the crew exceeds 100 and in passenger vessels normally engaged on voyages of not more than four hours' duration, consideration may be given by the competent authority to special arrangements or a reduction in the number of facilities required.

6. Cold fresh water and hot fresh water or means of heating water shall be available in all communal wash places. The competent authority, in consultation with the organisations of shipowners and/or the shipowners and with the recognised bona fide trade unions of seafarers, may fix the maximum amount of fresh water which the shipowner may be required to supply per man per day.

7. Wash basins and tub baths shall be of adequate size and constructed of approved material with a smooth surface not liable to crack, flake or corrode.

8. All water closets shall have ventilation to the open air, independently of any other part of the accommodation.

9. All water closets shall be of an approved pattern, and provided with an ample flush of water, available at all times and independently controllable.

10. Soil pipes and waste pipes shall be of adequate dimensions and shall be so constructed as to minimise the risk of obstruction and to facilitate cleaning.

11. Sanitary accommodation intended for the use of more than one person shall comply with the following requirements:

- (a) floors shall be of approved durable material, easily cleaned and impervious to damp, and shall be properly drained;
- (b) bulkheads shall be of steel or other approved material and shall be watertight up to at least nine inches above the level of the deck;
- (c) the accommodation shall be sufficiently lighted, heated and ventilated;
- (d) water closets shall be situated convenient to, but separate from, sleeping rooms and wash rooms, without direct access from the sleeping rooms or from a passage between sleeping rooms and water closets to which there is no other access:

Provided that this requirement shall not apply where a water closet is located in a compartment between two sleeping rooms having a total of not more than four persons;

- (e) where there is more than one water closet in a compartment, they shall be sufficiently screened to ensure privacy.

12. In all ships facilities for washing and drying clothes shall be provided on a scale appropriate to the size of the crew and the normal duration of the voyage.

13. The facilities for washing clothes shall include suitable sinks, which may be installed in wash rooms, if separate laundry accommodation is not reasonably practicable, with an adequate supply of cold fresh water and hot fresh water or means of heating water.

14. The facilities for drying clothes shall be provided in a compartment separate from sleeping rooms and mess rooms.

adequately ventilated and heated and equipped with lines or other fittings for hanging clothes.

Article 14.

1. In any ship carrying a crew of fifteen or more and engaged in a voyage of more than three days' duration, separate hospital accommodation shall be provided. The competent authority may relax this requirement in respect of vessels engaged in coastal trade.
2. The hospital accommodation shall be suitably situated, so that it is easy of access and so that the occupants may be comfortably housed and may receive proper attention in all weathers.
3. The arrangement of the entrance, berths, lighting, ventilation, heating and water supply shall be designed to ensure the comfort and facilitate the treatment of the occupants.
4. The number of hospital berths required shall be prescribed by the competent authority.
5. Water closet accommodation shall be provided for the exclusive use of the hospital accommodation, either as part of the accommodation or in close proximity thereto.
6. Hospital accommodation shall not be used for other than medical purposes.
7. An approved medicine chest with readily understandable instructions shall be carried in every ship which does not carry a doctor.

Article 15.

1. Sufficiently and adequately ventilated accommodation for the hanging of oilskins shall be provided outside but

convenient to the sleeping rooms.

2. In ships of over 3,000 tons one room for the deck department and one room for the engine department shall be provided and equipped for use as an office.

3. In ships regularly trading to mosquito-infested ports provision shall be made to protect the crews' quarters against the admission of mosquitos by the fitting of suitable screens to side scuttles, ventilators and doors to the open deck.

4. All ships trading regularly to or in the tropics and the Persian Gulf shall be equipped with awnings for use over exposed decks above crew accommodation and over recreation deck space or spaces.

Article 16.

1. In the case of the ships mentioned in paragraph 5 of Article 10, the competent authority may, in respect of the members of the crew there referred to, modify the requirements laid down in the foregoing Articles as far as may be necessary to take account of their distinctive national habits and customs and in particular may make special arrangements concerning the number of persons occupying sleeping rooms and concerning mess room and sanitary facilities.

2. In modifying the said requirements the competent authority shall be bound by the specifications set forth in paragraphs 1 and 2 of Article 10 and by the minimum sleeping space requirements prescribed for such groups of ratings in paragraph 5 of Article 10.

3. In ships in which the crew in any department are persons

of widely different national habits and customs, separate and appropriate sleeping and living accommodation shall be provided as may be necessary to meet the requirements of the different groups.

4. In the case of the ships mentioned in paragraph 5 of Article 10 of the hospital, dining, bathing and sanitary facilities shall be provided and maintained on a standard in regard to their quantity and practical usefulness, equal or comparable to that which obtains aboard all other ships of similar type and belonging to the same registry.

5. The competent authority shall, when framing special regulations under this Article, consult the recognised bona fide trade unions of seafarers concerned and the organisations of shipowners and/or the shipowners employing them.

Article 17.

1. Crew accommodation shall be maintained in a clean and decently habitable condition and shall be kept free of goods and stores not the personal property of the occupants.

2. The master, or an officer specially deputed for the purpose by him, accompanied by one or more members of the crew, shall inspect all crew accommodation at intervals of not more than one week. The results of each such inspection shall be recorded.

Part IV. Application of Convention to Existing Ships.

Article 18.

1. Subject to the provisions of paragraphs 2 and 3 of this Article, this Convention applies to ships the keels of which are laid down subsequent to the coming into force of the Convention for the territory of registration.

2. In the case of a ship which is fully complete on the date

of the coming into force of this Convention for the territory of registration and which is below the standard set by Part III of this Convention, the competent authority may, after consultation with the organisation of shipowners and/or the shipowners and with the bona fide trade unions of seafarers, require such alterations for the purpose of bringing the ship into conformity with the requirements of the Convention as it deems possible, having regard to the practical problems involved, to be made when -

(a) the ship is re-registered;

(b) substantial structural alterations or major repairs are made to the vessel as a result of long-range plans and not as a result of an accident or emergency.

3. In the case of a ship in the process of building and/or reconversion on the date of the coming into force of this Convention for the territory of registration, the competent authority may, after consultation with the organisations of shipowners and/or the shipowners and with the bona fide trade unions of seafarers, require such alterations for the purpose of bringing the ship into conformity with the requirements of the Convention as it deems possible having regard to the practical problems involved; such alterations shall constitute final compliance with the terms of this Convention, unless and until the ship be re-registered.

Part V. Final Provisions.

Article 19.

Nothing in this Convention shall affect any law, award, custom or agreement between shipowners and seafarers which ensures more favourable conditions than those provided for

by this Convention.

Article 20.

The formal ratifications of this Convention shall be communicated to the Director of the International Labour Office for registration.

Article 21.

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Director.

2. It shall come into force six months after the date on which there have been registered ratifications by seven of the following countries: United States of America, Argentine Republic, Australia, Belgium, Brazil, Canada, Chile, China, Denmark, Finland, France, United Kingdom of Great Britain and Northern Ireland, Greece, India, Ireland, Italy, Netherlands, Norway, Poland, Portugal, Sweden, Turkey and Yugoslavia, including at least four countries each of which has at least one million gross register tons of shipping. This provision is included for the purpose of facilitating and encouraging early ratification of the Convention by Member States.

3. Thereafter this Convention shall come into force for any Member six months after the date on which its ratification has been registered.

Article 22.

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention comes into force, by an act communicated to the Director of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 23.

1. The Director of the International Labour Office shall notify all the Members of the International Labour Organisation of the registration of all ratifications and denunciations communicated to him by the Members of the Organisation.

2. When notifying the Members of the Organisation of the registration of the last of the ratifications required to bring the Convention into force, the Director shall draw the attention of the Members of the Organisation to the date upon which the Convention will come into force.

Article 24.

The Director of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications and acts of denunciation registered by him in accordance with the provisions of the preceding Articles.

Article 25.

At the expiration of each period of ten years after the coming into force of this Convention, the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

Article 26.

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides,

(a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 22 above, if and when the new revising Convention shall have come into force;

(b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 27.

The English and French versions of the text of this Convention are equally authoritative".

As will have been seen from the above, the recommendations for improving crew accommodation have been numerous. Sanitarians have, over a period of some fifty

years, strongly advocated improvements in crews' spaces and that their efforts have met with some result is evidenced by the issue, from time to time, by the Board of Trade, of revised editions of their Instructions as to the Survey of Masters' and Crew Spaces. In the tables appended a survey is made of crews' accommodation in 1,938 British ships, and the details of crews' accommodation shown are those which have been the main object of criticism by the various critics of crew accommodation. The ships have been classified first as regards tonnage, and secondly into groups correlated to the various issues of the Instructions as to the Survey of Masters' and Crew Spaces. Table I shows the actual numbers, and Table II shows these numbers in percentage form.

Table 1.

Table showing the Number of Ships in each Tonnage Group correlated to the various Issues of the Instructions to Surveyors as to the Survey of Masters' & Crew Spaces.

Ships Under 300 Gross Registered Tons

Year	Crew Accommodation Position				Clean- liness	Ventila- tion	Heating		Lighting		Type of W.C.			Baths	Showers	Wash Places	Mess Rooms	Hospital	Food Locker	Clothes Locker	Drying Room														
	F. A.	Md.	REA	EMAR			+	-	Stoves	Steam	Other	+	-									Fan	Trough	Both	Mill	+	-	+	-	+	-				
1897	2	-	-	-	2	-	2	-	-	-	2	2	-	-	2	-	2	-	2	-	2	-													
1898 - 1900	7	-	1	-	7	1	8	-	-	3	5	5	-	2	8	1	7	8	6	3	2	8													
1901 - 1907	8	1	-	1	-	7	3	8	2	9	1	7	7	-	10	1	9	2	8	10	-	10													
1908 - 1913	4	1	-	1	-	6	-	5	1	6	-	4	2	5	-	6	-	6	-	4	2	4													
1914 - 1923	11	1	-	1	-	12	1	12	1	12	1	6	10	-	-	3	-	13	-	13	1	12	2	11	-	15	12	1	8	5	13	13			
1924 - 1937	10	1	-	4	-	13	2	14	1	13	2	2	8	7	14	-	-	1	-	15	-	15	2	13	2	13	-	16	9	6	5	10	-	15	16
1937 -	3	4	-	-	-	8	-	7	1	4	3	1	3	6	7	-	-	1	-	8	4	4	6	2	7	1	8	-	8	8	-	8	8	8	
Total	45	8	-	8	-	55	7	56	6	54	7	1	28	34	51	-	11	-	62	5	57	12	50	11	51	-	62	47	15	32	30	-	62	62	
Ships Between 300 and 2,500 Gross Registered Tons																																			
1897	2	-	-	-	1	1	2	-	2	-	2	-	2	-	1	1	-	2	-	2	-	2	-	2	-	2	-	2	-	2	-	2	2	2	
1898 - 1900	1	-	-	-	1	1	2	-	2	-	2	-	2	-	1	1	-	2	1	1	-	2	-	2	-	2	-	2	-	2	-	2	2	2	
1901 - 1907	9	2	-	-	2	10	3	11	2	8	5	-	10	3	11	2	-	4	9	-	13	13	-	6	7	-	13	12	1	6	7	5	10	13	13
1908 - 1913	20	3	-	4	1	23	11	26	8	26	8	-	32	2	34	-	-	8	26	5	29	21	15	22	12	12	22	28	6	14	20	7	27	34	34
1914 - 1923	45	55	5	4	2	80	31	98	13	32	79	-	106	5	111	-	-	30	81	30	81	51	60	60	51	40	71	87	24	62	49	35	78	111	
1924 - 1937	42	72	2	9	1	104	26	117	13	43	87	-	126	4	129	1	-	26	104	19	111	94	36	50	80	40	90	128	2	93	37	96	130	130	
1937 -	-	12	1	-	1	13	1	13	1	2	10	2	13	1	13	1	-	6	8	6	8	13	1	12	2	10	4	13	1	13	1	8	14	14	
Total	119	150	8	17	5	7	232	74	269	57	115	189	2	291	15	302	4	-	76	230	60	246	195	111	150	156	102	204	268	36	188	118	85	221	306

F - Forward
A - Aft
M.d. - Midships
F.d. - Forward and Aft
M.d. - Midships and Aft
F.d. - Forward, Midships and aft.

[illegible]

F - Forward
A - Aft
Mid.-Midships.
Fdb.- Forward and Aft
M.A.- Midships and Aft
F.W.A.- Forward, Midships
and Aft.

Table II.

Table Showing the Percentage of Ships in each Tonnage Group correlated to the various Issues of the Instructions to Surveyors as to the Survey of Masters' & Crew Spaces.

Ships Under 300 Gross Registered Tons.

Year	Crew Accommodation				Clean- liness	Ventil- lation	Heating		Lighting		Type of W.C.		Baths	Showers	Wash Places	Mess Rooms	Hospital	Food Locker	Clothes Locker	Drying Room
	F. A.	Mid.	F&A	M&A			Steam	Other	+	-	Pan Trough	Both	Nil	+	-	+	-	+	-	+
1897	100.0	-	-	-	100.0	100.0	-	-	100.0	100.0	-	-	-	100.0	100.0	100.0	100.0	-	100.0	-
1898 - 1900	67.5	-	12.5	-	87.5	12.5	100.0	-	37.5	62.5	75.0	-	25.0	100.0	100.0	12.5	87.5	100.0	100.0	100.0
1901 - 1907	80.0	10.0	-	-	70.0	30.0	80.0	20.0	90.0	10.0	-	-	30.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1908 - 1913	65.7	16.7	-	-	100.0	-	84.3	15.7	100.0	-	-	-	16.7	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914 - 1923	84.8	7.7	-	-	92.5	7.7	92.5	7.7	92.5	7.7	-	-	23.1	100.0	100.0	7.7	92.5	100.0	100.0	100.0
1924 - 1937	63.7	6.7	-	-	83.7	13.3	93.3	6.7	86.7	13.3	-	-	6.7	100.0	100.0	13.3	86.7	100.0	100.0	100.0
1937 -	34.5	50.0	-	-	12.5	100.0	-	84.5	12.5	50.0	37.5	-	12.5	100.0	100.0	25.0	87.5	12.5	100.0	100.0
Total	72.6	12.9	-	-	1.6	85.7	11.3	90.3	9.7	87.1	11.3	-	17.8	100.0	8.1	91.9	93.7	17.8	62.2	100.0
Ships Between 300 and 2,500 Gross Registered Tons																				
1897	100.0	-	-	-	-	50.0	50.0	100.0	-	100.0	-	-	-	50.0	50.0	-	100.0	-	100.0	-
1898 - 1900	50.0	-	-	-	50.0	50.0	100.0	-	100.0	-	-	-	-	50.0	50.0	-	100.0	-	100.0	-
1901 - 1907	66.6	16.2	-	-	15.2	76.9	23.1	84.8	15.2	61.5	38.5	-	-	30.8	69.2	-	45.1	53.9	100.0	100.0
1908 - 1913	58.8	28.5	-	-	11.8	2.9	67.6	32.4	76.5	23.5	23.5	-	-	23.5	76.5	14.7	85.3	38.2	61.8	35.5
1914 - 1923	40.5	48.5	4.6	-	3.6	1.8	-	72.1	27.9	83.3	17.7	28.3	-	27.9	72.1	27.9	72.1	45.9	54.1	45.9
1924 - 1937	32.3	55.4	1.5	-	6.9	0.8	3.1	80.0	20.0	90.0	10.0	33.1	-	20.0	80.0	14.6	85.4	72.3	27.7	32.5
1937 -	-	85.8	7.1	-	-	7.1	92.9	7.1	14.2	71.6	-	-	-	42.6	57.4	42.6	57.4	7.1	85.8	14.2
Total	38.8	49.0	2.6	-	5.6	1.7	2.3	75.8	24.2	87.9	12.1	37.6	-	24.8	75.2	19.6	80.4	63.7	36.3	49.1
Ships Between 2,500 and 5,000 Gross Registered Tons																				
1897	100.0	-	-	-	-	50.0	50.0	100.0	-	100.0	-	-	-	50.0	50.0	-	100.0	-	100.0	-
1898 - 1900	50.0	-	-	-	50.0	50.0	100.0	-	100.0	-	-	-	-	50.0	50.0	-	100.0	-	100.0	-
1901 - 1907	66.6	16.2	-	-	15.2	76.9	23.1	84.8	15.2	61.5	38.5	-	-	30.8	69.2	-	45.1	53.9	100.0	100.0
1908 - 1913	58.8	28.5	-	-	11.8	2.9	67.6	32.4	76.5	23.5	23.5	-	-	23.5	76.5	14.7	85.3	38.2	61.8	35.5
1914 - 1923	40.5	48.5	4.6	-	3.6	1.8	-	72.1	27.9	83.3	17.7	28.3	-	27.9	72.1	27.9	72.1	45.9	54.1	45.9
1924 - 1937	32.3	55.4	1.5	-	6.9	0.8	3.1	80.0	20.0	90.0	10.0	33.1	-	20.0	80.0	14.6	85.4	72.3	27.7	32.5
1937 -	-	85.8	7.1	-	-	7.1	92.9	7.1	14.2	71.6	-	-	-	42.6	57.4	42.6	57.4	7.1	85.8	14.2
Total	38.8	49.0	2.6	-	5.6	1.7	2.3	75.8	24.2	87.9	12.1	37.6	-	24.8	75.2	19.6	80.4	63.7	36.3	49.1

F. - Forward
A. - Aft
Mid. - Midships
F&A - Forward and Aft
M&A - Midships and Aft
F&M - Forward, Midships
and Aft.

[illegible]

P - Forward
A - Aft
Mid - Midships
F - Forward and Aft
M - Midships and Aft
F.F.A. - Forward, Midships
and Aft.

DISCUSSION AND RECOMMENDATIONS.

The efforts made by sanitarians and by international organisations to promote better living conditions for Merchant Seamen have been reviewed. They show that a great improvement has taken place during the last fifty years, partly due to the enlightened approach to the problem by shipowners, partly due to the efforts of the sanitarians, partly due to the Seamen's Unions, and finally partly due to statute.

With regard to the statutory powers which the Board of Trade have, it should be made clear that in the Instructions as to the Survey of Masters' and Crew Spaces, apart from the statutory measurements of 120 cubic feet and a floor space of not less than 15 superficial feet ⁽³⁾, the Instructions to Surveyors are recommendations, and cannot be enforced by law. Some pressure, it is true, may be brought to bear upon the owners to comply with these recommendations, and this is done by the Board of Trade refusing to allow a deduction in tonnage to be made in respect of any space which has not been approved of by them as suitable for crew accommodation. However, despite these powers, some shipowners have gone ahead and constructed ships which have not met with the Board of Trade's approval. For example, in their Instructions of 1913 ⁽¹⁷³⁾, the Board of Trade recommended that crew spaces should be situated in deck houses or the poop space rather than in the lower fore-castle, but on referring to the tables above, it is seen that of the 1,752 vessels built after 1913, 351 representing 20 per cent. of them, had the crew accommodation situated forward. If consideration is given

to the W.C. accommodation, it is noted that in the Instructions of 1913 the single type of W.C. was strongly recommended. Referring again to the tables above, it is noted that of the 1,752 vessels built after 1913, - 195 representing 10.8 per cent. of them, did not have the single type of W.C., and that five ships had no W.C. facilities whatsoever. Similar instances showing where the recommendations of the Board of Trade have not been fulfilled can be picked out from the tables.

On many ships, however, the owners have installed crew accommodation of a much better standard than that recommended by the Board of Trade, and here again, some examples can be picked out from the tables (provision of baths, showers, and mess room accommodation), but often it is only when a ship is being inspected that it is realised that the accommodation provided is much better than that prescribed by the Instructions. For instance, ships have been surveyed where the owner has installed a badminton court for use when the ship's holds are empty; others where the accommodation provided is much larger than that laid down by statute and recommended in the Instructions. That some owners were undoubtedly anxious to improve the conditions under which the seamen live is shown by the memorandum on crew accommodation drawn up by the Shipping Federation in 1930 (209).

The Seamen's Unions have been very active in their efforts to obtain better accommodation for seafarers. Their efforts have taken the form of a communication between themselves and the shipowners, and that their efforts have been successful is reflected in the very good accommodation

provided in some ships by owners who have accepted the views of the Unions.

Of the sanitarians, three men stand out supreme in the cause of better accommodation for seafarers - Collingridge, Jones and Dearden. By their writings and by their individual efforts, these men have stimulated a healthy interest in this vital subject. This is reflected in the efforts made by the Association of Port Health Authorities to improve crew accommodation on board ship. It is unfortunate that their efforts have not met with more success, especially the repeated pleas that the plans for all crew accommodation should be passed by a competent sanitarian before approval to build is granted. In this connection, one unfortunate set of circumstances should be pointed out. In the building of a ship the builder submits a plan of the ship and the cost to the owner who gives his approval. This having been done, the plan then goes to the Board of Trade where it is scrutinised and suggestions follow. The alterations recommended are then considered, but as these were not estimated for in the original cost of the vessel, the owner objects to paying. This state of affairs should cease immediately.

The various suggestions for improvement in crew accommodation have been noted, especially those included in the International Labour Organisation's Convention of 1946. I would suggest that prior to the ratification of this convention consideration should be given to the following points:-

Article 4, paragraph 2. provides that before construction of crew accommodation is begun, and before the crew accommodation in an existing ship is altered or reconstructed detailed plans of the accommodation shall be submitted for approval to a competent authority. I would suggest that the competent authority in this country be a competent sanitarian and a member of a Central Port Health Organisation.

Article 7, paragraph 3. This states that ships engaged on voyages in the tropics and the Persian Gulf shall be equipped with mechanical means of ventilation. Who can say whether ships will or will not go to the Tropics? Tramp vessels go all over the world, in and out of the Tropics, and in national emergencies ships which were intended only for cross channel or coastal work have been sent to the Tropics. I would suggest that mechanical means of ventilation should be installed on all ships over 2,500 gross registered tons.

Similar comments might also be made of Article 7, paragraph 4, which states that ships engaged outside the Tropics shall be equipped with either mechanical means of ventilation or electric fans, and that the competent authority may exempt ships normally employed in the cold waters of the Northern and Southern hemispheres.

Article 7, paragraph 5. The words "when practicable" should be deleted; power to operate the means of ventilation should be available at all times.

Article 8, paragraph 1. exempts ships engaged exclusively in the Tropics, and the Persian Gulf from installing an adequate system of heating for the crew accommodation, and the same comments as for Article 7, paragraph 3, apply.

Article 8, paragraph 2, states that the heating shall, when practicable be in operation at all times, and I would suggest that the words "when practicable" be deleted.

Article 8, paragraph 3, mentions the type of heating to be required on ships. These are - steam, hot water, warm air or electricity, but Article 8, paragraph 4, goes on to mention heating provided by a stove. This old-fashioned, smoky and troublesome method is apparently excluded as a means of heating by Article 8, paragraph 3, but provision is made in the very next paragraph for this type of heating indicating that it is anticipated that some shipowners will not abide by the Convention. Article 8, paragraph 4, should be deleted.

Article 9, paragraph 3, indicates that in emergencies a return might be made to the old paraffin lamp - "Additional lighting may be provided by properly constructed lamps". I would suggest that on all ships there be an emergency lighting set available, which could supply electric light at all times, and that the provision for "properly constructed lamps" should be deleted.

Article 10, paragraph 7, recommends that the clear headroom in sleeping rooms shall not be less than 6 feet 3 inches, but it does not say whether this is to be measured from the under side of the beam or the under side of the overhead deck. This measurement is very much less than that provided for in the latest Instructions as to the Survey of Masters' and Crew Spaces issued by the Ministry of War Transport. In those Instructions the recommended minimum height is 7 feet 6 inches. Article 10, paragraph 4, lays down the minimum floor area to

be allowed per person in sleeping rooms, and Article 10, paragraph 16, gives the dimensions of each bed. The berths shall not be arranged in tiers of more than two; in the case of berths placed along the ship's side, they should be only in single tier (Article 10, paragraph 14). Article 10 paragraph 22, gives the dimensions of the clothes lockers; Article 10, paragraph 23 states that each sleeping room shall be provided with a table or desk, which may be of the fixed, drop leaf, or slide out type, and with comfortable seating accommodation as necessary; and Article 10, paragraph 6, mentions that chests of drawers are also to be supplied, and states that space occupied by berths, lockers, chests of drawers, and seats shall be included in the measurement of the floor space. Applying these facts to a room occupied by ten ratings, in this case Article 10, paragraph 4, states that the minimum floor space per person may be 24 square feet, giving an overall floor area of 240 square feet, from which must be deducted the area of five berths (the berths arranged in tiers of two), equal to $70\frac{1}{2}$ square feet. In addition there must also be deducted the area for the lockers - 20 square feet, plus areas of uncertain dimensions for chairs, desks, chests of drawers, etc. This would certainly bring the floor area available for each man down to below the minimum laid down in the Merchant Shipping Act of 1906. In a room where the number of occupants is an odd number, the floor space per man would be even further reduced. I would suggest that Article 10, paragraph 6 should be altered and that the space allocated per man should not be reduced by including in the measurement

the space occupied by berths, lockers, chests of drawers, and seats.

Article 10, paragraph 15, states that the lower berth in a double tier shall not be less than 12 inches above the floor. This leaves a space of 5 feet 3 inches (Article 10, paragraph 7) in which the two berths are to be placed, meaning that the lower berth is 2 feet 7½ inches from the foot of the upper berth, and the bottom of the upper berth is 2 feet 7½ inches from the roof of the room. It would be impossible for any man to sit up in his berth, and the man in the lower berth would certainly have a feeling of being closed in.

Article 10, paragraph 18, states that if tubular frames are used for the construction of berths, they shall be completely sealed and without apertures which would give an access to vermin. In practice, the tubular frames are usually sealed with pitch, which often cracks and allows an access to vermin. I would recommend that the frames should be solid or T-angled iron.

Article 10, paragraph 20, recommends the use of a dust-proof bottom of wood or canvas, but these are liable to collect dirt, and the best solution to this problem would be to recommend twice-weekly turning of the mattress, and dusting.

Article 11. In this article the recommendations for mess rooms are good, but when the stewards are off duty, difficulty might be experienced in making tea or coffee, and keeping food warm for the men to come off watch. I would suggest that there should be included a provision making it compulsory for mess rooms to be provided with an electric kettle and an electric hot-plate. In Article 11, there

should also be provision made for the shipowner to provide cutlery, table cloths, etc.

Article 12, paragraph 2, states that where recreation rooms are not provided separately from mess rooms, the latter shall be planned, furnished and equipped to give recreational facilities. I would suggest that this be altered to make it absolutely clear that recreation rooms should be provided separately from mess rooms. It is a bad thing to have persons engaged in games, etc., while others are attempting to eat.

Article 13, paragraph 11 (c), states that the "accommodation shall be sufficiently lighted, heated and ventilated". This should read "Each compartment shall have a separate light, be heated and ventilated".

Article 15, paragraph 3. Provision should be made that all ships before proceeding to the Tropics be fitted with adequate mosquito-proof netting.

Article 15, paragraph 4. Provision should be made that fitments should be included on all ships so that, should they go to the Tropics, awnings can easily be erected.

In addition to the foregoing, I would include at least two other articles in the Convention:-

1. The provision of bed and bedding, pillows, sheets, pillow cases etc., and the laundering of these at regular intervals. These facilities should be provided by the owner.
2. The provision of refrigeration for ships' stores, both on a large scale and on a small scale, within the ship's galley.

Finally, I think that the time has now come when there should be a new Merchant Shipping Act. The principal act is now some fifty years old, and requires revision. This should be done now, and any Instructions as to the Survey of Masters' and Crew Spaces should be issued as statutory regulations and not merely as recommendations.

MEDICAL ARRANGEMENTS

FOR SEAFARERS.

Although some form of medical service for Merchant Seamen has been in existence for many centuries, and much has been done to improve their health and the conditions under which they live, the facilities even to the present day, leave much to be desired. The incidence of sickness among them still remains high when compared with men in other occupations, and the mean annual death rate remains much higher than that of men engaged in other arduous occupations. (225)

The history of the sea diseases and the methods adopted to combat them, makes interesting reading, and this is reviewed briefly below. (226)

According to Briau, doctors were carried on board the larger ships of the Roman fleet. Turnbull (226) has shown that they were given higher rank than the ordinary seamen, and that they drew double pay, and, according to (227) Blane, the Emperor Augustus Caesar decreed that all medical officers attached to the fleet should be exempt from combat duties.

St. Luke was one of the earliest physicians to record the symptoms of a sea disease. He described in detail the disease known as the Flux. (228)

Between these early years and the 15th. century, little was written on sea diseases, partly because no advances in medical treatment took place and partly because they had not assumed the proportions and the importance which they did from the 15th. century onwards. (7) From that time, which also saw the introduction of the improved ship's compass, (227) ships undertook much longer voyages than hitherto. It is true

that the Phoenicians had sailed outwith the Mediterranean and as far north as the Baltic, but most of their voyages were done in short hops round the coast, thus enabling the crews to obtain fresh meat, fresh vegetables and drinking water. But with the advent of the improved compass, ships now undertook voyages lasting many weeks, most of the voyage being spent at sea. This new era in shipping introduced new diseases, the principal of these being scurvy. This disease was to influence sea history for the next three hundred and fifty years.

Blanco has revealed how Vasco da Gama set out from Lisbon in 1497 to sail round the Cape of Good Hope, and that, although his ships had made provision to meet practically every eventuality, they carried no medical stores. (227)

Da Gama's ships spent four months continuously at sea. They landed at St. Helena Bay on the West Coast of Africa, rested for twelve days and then proceeded round the Cape. Having done so, they landed on 22nd. November, rested for seventeen days and were at sea again until they reached the East Coast of Africa on January 11th. From there they travelled to Mozambique, arriving there on March 10th., and rested there until April 24th., being at sea almost another month before (229)

they arrived at Calicut on 20th. May. On the voyage they lost many lives through scurvy. The conditions on board were described by the historian Veiya, who said "If the dead who had been thrown overboard between the coast of Guinea and the Cape of Good Hope, and between the Cape and Mozambique could have tombstones placed for them, each in the spot where he sank, the whole way would appear one (227)

continued cemetery".

Similar experiences were shared by many great navigators. Magellan (229), in 1519, lost many men through scurvy and the Italian historian Pigafetta (229) wrote about the voyage - "We ate biscuit, but in truth it was biscuit no longer but a powder full of worms. So great was the want of food that we were forced to cut the hide with which the main yard was covered. We had also to use sawdust as food, and rats became such a delicacy that we paid half a ducat for them".

(230)

Cartier, who explored the Gulf of St. Lawrence in 1536, noted that a brew made from the bark of a tree, the Ameda which grew in Newfoundland, cured scurvy and he recommended that this should be given to all seamen embarking on long voyages. Little or no attention was paid to this recommendation. Sir Walter Raleigh (231) in the book describing his voyage to Guiana in 1595, mentions the fact that most of his sailors remained in good health even although they had been working under very bad conditions in great heat, because they had eaten fresh fruits and fresh fish. Drake (7), however, in his voyage round the world

between 1577 and 1580, experienced much inconvenience owing to large numbers of his crew suffering from scurvy, and other diseases mainly caused by malnutrition. Similarly (232) the crews of the ships commanded by Sir Richard Hawkins, in his voyage to South America in 1593, suffered greatly from scurvy. Hawkins, in his report of the voyage, said that the cure for this disease "is sower oranges or lemmons".

(233)

In 1601 Lancaster made a full report on the benefits of lemons for the prevention and cure of scurvy,

but unfortunately little or no attention was paid to his observations. Indeed, it may have been fortunate for Britain that the cure for scurvy was not known before 1588, otherwise she might have been conquered by the Spaniards. When the Spanish Armada arrived off the coast of England it was no longer a fighting force. Through the roguery and rascality of the contractors and purveyors for the ships, the food on board was very bad. No anti-scorbutics in the form of lemons, fresh fruit or vegetables of any kind were carried. The drinking water was poor and had been on board three months prior to their setting sail, and naturally it was in a putrid state by the time the ships approached England. When the ships arrived off the South Coast of England, nearly all the seamen and soldiers were suffering from scurvy or dysentery, and were unfit for the task which lay before them .

(234)

(235)

In 1588 , an order was made by the Privy Council, which directed that where any disease or sickness was found to be on the increase on board any of Her Majesty's ships, physicians were to be sent to these ships to take care of the men, and that the physicians sent should carry a quantity of drugs and medicines for the care of the sick.

(236)

In 1617 John Woodall , Surgeon to Saint Bartholomew's Hospital in London, published a book dealing with the health of Merchant Seamen. In addition to giving many practical hints to ship's surgeons, he advocated the taking of lemon juice every morning to prevent scurvy. Woodall mentions in his book that the principal diseases occurring at sea were wounds, ulcers, fractures, fluxes, colics and collentures.

The extent to which the crew of a ship could be diminished by sickness is shown in Walter's (237) description of Anson's voyage in 1740. Out of a total complement of 961 men, 626 died from preventable diseases. The author makes this comment - "For the number of seamen in time of war who die of shipwreck, capture, fire or sword are inconsiderable in respect of such as are destroyed by ships' diseases and by the other maladies of intemperate climates." (230)

At this time, in addition to scurvy, plague was prevalent on board many ships, not only on ships coming from foreign ports but also on ships which had never left the shores of England. Rats abounded on board and their destruction was most difficult. (226) Yonge in 1666 mentioned that professional rat-catchers were employed to destroy rats on board ships, in victualling yards, and in Admiralty shore establishments. (238) In 1773 Swain published a pamphlet "The Universal Directory for Taking Alive or Destroying Rats and Mice". In this he advocated using powdered arsenic in mixed balls of flour and sugar to destroy rats, and he recorded that on one ship he killed 2,475 rats.

Typhus was also prevalent at this time. Men were press-ganged into the sea service and in many cases they were of a very low type, and their clothing heavily infested with lice. (239) They were taken on board and, without any attempt at delousing, were put to work. Their lice-infested clothing spread typhus among the crew and took heavy toll of the sailors, but the method of spread of typhus was unknown and no attention was paid to the lice. Typhus was thought to be spread by impure air and the methods adopted

and distinct wards may be prepared for their reception" .

He emphasised, too, the necessity of taking lemons on long sea voyages and he also described a method for distilling

(241)
water at sea . As a result of his teaching, Captain Cook was able to make his famous voyage round the world without the loss of a single life through preventable disease . (242)

In 1796 the Admiralty issued an order making the use of anti-scorbutics in the Navy compulsory and from that day (7) scurvy has almost ceased to exist as a sea disease .

During his period of office as physician to the Haslar Hospital, from 1758 to 1763, Lind did excellent work amongst seamen, and it is interesting to note that Lind mentions the fact that during the two year period from July 1st. 1758 until July 1st. 1760, of the 5,743 patients admitted to the Haslar Hospital, 2,174 suffered from fevers, 1,146 from scurvy, 360 from consumptions, 350 from rheumatisms, and 245 from the flux. The remainder, in small numbers, suffered from (239) diseases ranging from apoplexy to small-pox .

With the introduction of vaccination against (243) smallpox , the number of cases of the disease began to diminish, but again it is interesting to note that compulsory (244) vaccination was not introduced in the Navy until 1864 . and is still not compulsory in the Merchant Navy.

During the 19th. century, medical facilities for Merchant Seamen did not improve to any great extent. I propose to consider the health conditions in the Merchant Service under the following headings:-

1. Incidence of Disease.
2. Medical Scales and Facilities for Treatment.

to prevent its spread were mainly methods directed at
 (240)
 improving ventilation . The main method used was to
 light fires in the interior of the hull. The method,
 however, which obtained the best results was introduced by
 (7)
 a Doctor Smith , who burned sulphur. The results were
 excellent and in recognition of his services he was given a
 public grant of five thousand pounds. In 1796 his
 recommendations for sulphur fumigation were made compulsory
 on all Naval ships. It is interesting to note that the crew
 were kept on board while the fumigation was taking place, and
 although the men complained bitterly against this, they were
 forced to remain on board.

Further reference to conditions at sea in the 18th.
 century would be incomplete without referring to the work
 done by James Lind, the Scottish Surgeon, who was born in
 1716 and died in 1794. Lind was the pioneer of sea medicine
 (241)
 and wrote many papers on this subject . He strongly
 advocated that men who were press-ganged into the sea service
 should have their clothes taken from them and be issued with
 new clothing. He was of the opinion that dirty clothing
 had something to do with the spread of infection. He also
 advised that all hammocks should be scrubbed once a month, and
 that decks and sleeping quarters should be kept scrupulously
 clean. He recommended that "When a ship arrives from a
 cruise or voyage having either a malignant or spotted fever,
 the flux, or any other disease on board which is plainly
 contagious, that in this case the Captain or Surgeon should
 acquaint the physician or surgeon of the hospital of their
 condition previous to the landing of the sick that appropriate

3. Medical Personnel and Nursing on Board Ship.
4. Pre-employment Medical Examination and Medical Records.
5. Facilities for Hospitalisation.

1. Incidence of Disease.

"Consideration of questions affecting the health of the Mercantile Marine has in the past been hampered by the lack of reliable statistics which would enable a just comparison to be made between the health of Merchant Seamen and the health of persons engaged in other occupations, or which would even enable reliable conclusions to be drawn as to the improvement or deterioration from time to time of the health of Merchant Seamen as a class, or as to the extent to which they were affected by the principal diseases".

This opening statement in a publication in 1932 - (245)
"Statistics Relating to Mortality in the Mercantile Marine" - prepared for the Board of Trade by the London School of Hygiene and Tropical Medicine, summarised the position with regard to information regarding the incidence of disease in the Merchant Navy. It also substantiated the statement made (246) by Home, that "There is no statistical evidence, correct and complete, readily procurable on the subject". He was referring to diseases of Merchant Seamen. He referred to the unsatisfactory and practically useless publication by the Board of Trade, "Casualties and Deaths in the Merchant Service". The classification of diseases in this book, according to Home, was archaic. He quoted examples. "Nervous diseases include alcoholism. Venereal diseases are not mentioned separately but are included with the acute febrile

diseases, and tuberculosis is classified as a constitutional disease, in the same class as cancer".

However, some observations have been made by individual observers on health conditions in the Merchant Navy, and extracts from these are quoted.

"Before the change from sail to steam the mean annual death rate of 64 per 10,000 in the British Mercantile Marine was five times greater than that of other hazardous industries such as coal-mining and quarrying. This figure has now been reduced to 19.9 per 10,000 (1937), but is still in excess of the rate in coal-mining and quarrying which lies between 11.5 and 12.5 per 10,000. The figures during this war are not available, but Table 1 shows the loss of life amongst U.K. Merchant Seamen from 1935 to 1937.

Table 1.

Loss of Life among Members of the Crews of U.K. Merchant Vessels 1935 - 37.

Number Employed		Deaths due to Accident.		Deaths due to Disease, homicide or suicide.		
Year	British only	Including Foreign Subjects & Lascars.	British only	Including Foreign Subjects & Lascars	British only	Including Foreign Subjects & Lascars
1935	126,700	182,500	265 (20.9)	323 (17.7)	268 (21.1)	467 (25.6)
1936	130,830	185,970	190 (14.5)	236 (12.7)	322 (24.6)	499 (26.8)
1937	133,110	190,690	265 (19.9)	328 (17.4)	281 (21.1)	464 (24.3)

The figures in brackets of the foregoing table indicate
(325)
the rate per 10,000 "

According to Home, 20% of all deaths occurring among
Merchant Seamen within a year of leaving the sea were due to
(247) (248)
tuberculosis, and Wood has stated that Merchant Seamen
arrived for treatment for tuberculosis in a more advanced
stage of the disease than did the general public.

(249)
Hutchison showed that the incidence of tuberculosis among
Merchant Seamen was four times as high as that in miners, and
fully one and a half times as high as the relative incidence
of the disease among the civilian male industrial population,
and when comparing the incidence of accidents to Merchant
Seamen with those to civilian Scottish men and Scottish
miners, the rate was highest in the Merchant Service.

In order to combat tuberculosis in the Merchant Navy,
(250)
there was included in the Public Health Act of 1936, a
special provision with respect to the treatment of tuberculosis
among Merchant Seamen. This gave the Minister of Health
powers to constitute an advisory committee for the purpose of
assisting the Councils of counties and county boroughs in
making arrangements for the treatment of persons suffering
from tuberculosis who were Masters, Seamen or apprentices in
or to the sea service, or the sea fishing service. This act
only applied to England, and although an advisory committee
was set up, its recommendations could not be put into
operation owing to the outbreak of the Second World War.

With regard to venereal disease, which has received a
great deal of consideration by many committees and organisations
Jones pointed out that "the confinement on board ship under
depressing and insanitary conditions, in many cases, during

the voyage, combined with the monotonous cooking, tends to produce a reaction on arriving in port and many seamen in consequence give way to indulgence in pleasures which expose them to infection⁽⁴⁾". Hutchison has shown that venereal disease accounted for 10.1% of incapacitating sickness among Merchant Seamen⁽²⁴⁹⁾.

2. Medical Scales and Facilities for Treatment.

(251)

In 1850, under section 64 of the Mercantile Marine Act the duty of issuing scales of medicines and medicaments required to be carried on board ship was transferred from the Lord High Admiral to the Board of Trade, and the Board of Trade under section 66 of the Act, were given permission to appoint Medical Inspectors to examine the medicine chest carried on board each ship, and if it were found to be defective to report the facts to the Collector of Customs. The Collector of Customs, on receiving such a report, was empowered to refuse permission to proceed to sea to a Master of such a vessel until he produced a certificate from the Medical Officer of the Board of Trade stating that the defects in his medicine chest had been made good. The Board of Trade, from time to time, has issued scales of medicines which are required to be carried on board ship and the scales vary according to the type of ship⁽²⁵²⁾. In 1940 the Ministry of Shipping

(which incorporated the Board of Trade) issued scales of drugs which were required to be carried on board ships for the treatment of venereal disease⁽²⁵³⁾. Hutchison in 1942

carried out an investigation on 500 ships, and found that of the 500 ships, 50.4% did not carry the required drugs⁽²⁵⁴⁾.

The last issue of "Scales of Medicines and

Medicinal Stores and Instruments for Merchant Vessels, issued by the Board of Trade under sections 200 and 300 of the Merchant Shipping Act of 1894" was revised and published (255) in 1945. Ships medicine chests have been the subject (225) of much criticism, and Jameson Carr, writing in 1945, said that "Freighters are required to carry certain drugs and stock mixtures and medical stores, according to scale II of the Shipping Act, itself a document of much interest - to the medical historian". Carr stated that some of the drugs carried were dangerous drugs in the hands of unskilled persons, and that the directions as to their use were insufficient.

Facilities for nursing and treating patients on board ships, excepting on the large liners, were almost non-existent until 1923, when the Board of Trade in their "Instructions as to the Survey of Masters' and Crews' Spaces" (174) recommended that ships should be provided with a hospital and that each hospital should provide one bed for every fifty members of the crew; the hospital to be fitted with a wash-hand basin and separate W.C. opening from the hospital. In their (175) "Instructions as to the Survey of Masters' and Crews' Spaces" in 1937, the Board of Trade recommended that "every foreign-going vessel over 2,500 tons gross should be fitted with a hospital (which in passenger ships may be a general hospital), situated with due regard to the comfort of the sick so that they may receive proper attention in all weathers. The hospital should be provided with a separate W.C. for the exclusive use of the occupants. Where this is not practicable, the hospital must be situated in close proximity

to a W.C. on the same deck, and in ships not carrying a Medical Officer must be within easy access of the Master's or Chief Steward's Cabin. The entrance is to be of such width and in such position as to admit a stretcher case readily. It must be well lit by side scuttles on two sides where practicable, or sky lights as large as possible, and be provided with electric light. In addition, arrangements are to be made for the use of a portable electric lamp. It is to have a smooth interior surface and the floor must be of a solid, impervious material, drained to one corner and suitably rounded at the sides to facilitate cleaning. Beds are to be in single tier, not less than three feet apart. There must be a sufficient number of beds in single tier; additional beds may be fitted above these, but they must be removable or hinged. At least one bed in single tier is to be arranged so that it can be made accessible from both sides when necessary.

Each hospital is to be supplied with a water bottle and tumbler, and a suitable locker within easy reach of each bed, a clothes locker, a wash basin, a hinged table, a seat and a small box cover for a bed-pan to slide under. It is to be suitably heated and the radiator is to be as far from the heads of the beds as practicable.

In foreign-going ships under 2,500 gross registered tons a space should be made available for use as a temporary hospital when necessary. The room normally allocated for the use of a pilot would be accepted for this purpose".

The ventilation of the hospital must conform to that laid down for the crew space.

At this stage mention might be made of the facilities available for treatment of Merchant Seamen suffering from venereal disease, the facilities offered for treatment of sickness among Merchant Seamen ashore, and the use of wireless for medical consultations at sea.

(a) Facilities for Treatment of Venereal Disease.

Venereal disease among Merchant Seamen has been the subject of many conferences and committees over a long period, and these are briefly referred to below.

At the Second Session of the International Labour Conference at Genoa, the following resolution was unanimously adopted. -

"The International Seamen's Conference, recognising the importance of taking active international measures for the prevention and treatment of venereal diseases in the Mercantile Marine, desires to urge upon the health section of the League of Nations the need for immediate attention to this subject. They would recommend for special consideration -

1. The provision of adequate facilities for the prevention and treatment of venereal diseases at the principal ports;
2. The inclusion of venereal disease among the conditions for which free drugs and treatment are provided for members of the Mercantile Marine;
3. The dissemination of appropriate information on the subject to seafarers, and especially to those at training establishments;
4. The provision of adequate facilities for recreation at all large ports, under the administration of joint

organisations representative of owners and seafarers.

They desire, in addition to call the special attention of the International Labour Office to the importance of recommendation number 4, about facilities for recreation " (160)
(256)

In 1920 , the office International d'Hygiene Publique put forward a scheme which would ensure to infected seamen free treatment in all ports and on board ship. The scheme of seven articles included provisions for a personal carnet to be carried by the seamen, giving information of treatment received, and was drawn up on the lines of a carnet already in use in ports in Great Britain. The Northern European Red Cross Conference on Venereal Disease, convened at Copenhagen in 1921 , also adopted (257) a series of resolutions which were circulated to all maritime countries, to the League of Nations and the National Red Cross Societies throughout the world.

The draft scheme of the Office International d'Hygiene Publique, was circulated to various governments by the Belgian Government as a proposed international convention. On 1st. December 1924 international co-operation was formally established and there was signed at Brussels "An Agreement respecting facilities to be given to Merchant Seamen for the treatment of venereal (258) disease" . Under this convention, the contracting parties agreed to establish and to maintain in each of their principal sea and river ports, services for the treatment of venereal disease, open to all Merchant Seamen without distinction of nationality. Under article 2, treatment ashore, and medicines for treatment on board, were to be

given free. Article 3 provided for a standard form of personal card on which the seaman was designated by a number. On this card a doctor at each centre was to enter the diagnosis and a clinical summary of the case. Article 4 placed on Masters, Shipowners and Port Health Authorities the responsibility of making known the facilities for treatment in each port.

Under the Merchant Shipping Act of 1923, the cost of treatment of Venereal Disease was to be met by the shipowner, and not by the seaman. (259)

(b) Facilities for Treatment of Sickness for Seamen on Shore.

Seamen, provided they are signed-on Articles, are not entitled, under the National Health Insurance Acts, to medical benefit, their treatment being the responsibility of the shipowner, but where a seaman is no longer on Articles he can obtain free treatment on production of his medical card to any National Health Insurance practitioner, and this practitioner recovers the appropriate fee from the Local Insurance Committee. (250)

(c) Use of Wireless for Medical Consultations at Sea.

At the Oslo Conference convened by the League of Red Cross Societies in 1926, consideration was given to the possibility of wireless telegraphy for the purpose of medical consultations at sea. Bernard and Haack, submitted a report on this subject to the Congress of the Royal Institute for Public Health at Ghent, in June 1927. This Congress unanimously adopted the suggestions put forward by Bernard and Haack, that some form of wireless medical service should be available to all ships at sea, and it is interesting to note that the Belgian Marine (260)

Department was the first authority in the world to set up such a service. In Great Britain, the service was not commenced until 1929, two years after the inauguration of the service in Belgium. The service has undoubtedly done excellent work, but certain difficulties had to be overcome before it was a success. A method was required to determine how a ship's Master could define most precisely and methodically the symptoms of the patient. This difficulty was overcome by the Standing International Committee on Seamen's Welfare and the League of Red Cross Societies who published a Medical Manual for Mercantile Marine Officers (261). It contains a special chapter, with anatomical sketches, dealing with medical consultations at sea, which gives all the information needed to make such makeshift preliminary instructions as precise as possible. The second difficulty was the use of code messages. These had been suggested by several delegates at the Oslo Conference of the League of Red Cross Societies in 1926, and a code was put into operation (142). This was a mistake, and it was not until the International Code of Signals was put into operation in 1934 (262) that the service really became efficient. The third difficulty was that ship's medicine chests varied according to the nationality of the ship, so much so that in 1938 the Standing International Committee on Seamen's Welfare agreed (263) to draw up a minimum list to be made compulsory for all ships. The Second World War commenced and the scheme was not put into operation.

3. Medical Personnel /-

3. Medical Personnel and Nursing on Board Ship.

(264)

In 1835 , an act relating to the Carriage of Passengers on Merchant Ships was passed, and under section 9 of this Act, every passenger ship, except those trading to North America, which carried 100 passengers or more, was required to carry a doctor. In 1842 , under Section 15 (265) of the Passengers in Merchant Ships Act, every ship, except those trading to North America, which carried 100 passengers, or more than 50 passengers if the voyage lasted twelve weeks or more, was required to carry a doctor. Under section 18 (11) of the Merchant Shipping Act of 1844 , if a ship carried more than 100 persons it was necessary for that ship to carry a qualified doctor. The present position is defined under section 209 (1) of the Merchant Shipping Act of 1894 , (14) which states that "every foreign-going ship having one hundred persons or upwards on board, shall carry on board, as part of her complement, some duly qualified medical practitioner, and if she does not, the owner shall, for every voyage of the ship made without a duly qualified medical practitioner, be liable to a fine not exceeding one hundred pounds". Under section 303 (2b), of the same act it was laid down that before a Medical Officer could be employed on board a ship, his name had to be notified to the Immigration Officer at the port of clearance, and approved by him.

This is the position with regard to ships carrying a Medical Officer, but the great majority of ships do not carry a doctor (225) , and consequently provision has been made that the Master of every vessel is required to be in possession of a first aid certificate (286) , and the

responsibility for the treatment of sick or injured seamen on board his ship devolves upon the Master ⁽¹⁴⁾. The disadvantage of such a regulation is, of course, obvious. In times of emergency or stormy weather, it is impossible for the Captain to leave his post on the bridge and consequently he delegates his duty to some other member of the crew, usually a steward or a deck officer, who has had no previous training whatsoever in medical matters. Hutchison in an investigation carried out on five hundred ships, ascertained that 9% of these ships carried a doctor, that on 56.4% treatment was carried out by a deck officer, and on 34.6% treatment of sick persons was carried out by a member of the steward's department, but in no case was treatment given by the Captain ⁽²⁶⁷⁾.

It is important to note that there is no statutory course of instruction laid down for persons acting as Sick Berth Attendants on board ships. Neither do Medical Officers adopting the Merchant Service require any special course of instruction in tropical diseases or in sea diseases. The majority of ship's surgeons, as estimated by Carr ⁽²²⁵⁾, only stay at sea for short periods and therefore a special course of instruction is almost impossible to organise.

4. Pre-employment Medical Examination and Medical Records.

(3) After the passing of the Merchant Shipping Act of 1906, under which owners could be held responsible for the treatment and maintenance of seamen who took sick, if the seaman could claim that the sickness or injury was due to service on board, it became increasingly necessary for the owners to make sure that men were not sent to sea with any

physical defect. An organisation of shipowners - the Shipping Federation - was set up and this federation instituted a medical service for Merchant Seamen. Prior to 1906, Merchant Seamen, with few exceptions, were signed-on Articles without any medical examination, but from 1906 onwards, the Shipping Federation employed doctors to undertake this work. These medical practitioners had no fixed appointment and were (268) simply paid a capitation fee. They were not required to keep records. Some companies, however, employed full time medical officers, and these companies kept records of the examination of the men employed by them. But, on the other hand, there were companies who were not members of the Shipping Federation and they signed-on men without any medical examination. Men were allowed to go to sea with open tuberculosis under the erroneous assumption that a sea voyage (249) would help to cure their tuberculosis.

This unsatisfactory state continued until 1921, when the International Labour Office drew up an International Convention - the Medical Examination of Young Persons (Sea) (269) Convention - under which it was laid down that no person under the age of eighteen could be signed-on Articles unless he produced a medical certificate of fitness. Great Britain was a signatory to this convention. The convention helped, but the pre-employment medical examination remained (68) unsatisfactory until 1941, when the Merchant Navy Reserve Pool was formed, and Medical Examination Centres were established at certain large ports, where all applicants for service in the Merchant Navy were medically examined, excepting those who were employed by large shipping companies

who had their own Medical Officers. Unfortunately, however, no complete records were kept of the examinations and men could sign-on a ship and be at sea for the rest of their lives without receiving another examination to ascertain the state of their health.

In 1943 the Shipping Federation appointed a full time Medical Officer to organise their Medical Service. The position at present is that if any Merchant Seaman takes sick and is examined by a doctor from the Shipping Federation, a report of his condition is sent to a central office in London, where records of his health are kept. This does not include members of crews of ships not belonging to the Federation, or who are employed by the large companies having their own medical organisation.

It should be noted here that while a man is signed on for the Merchant Navy Pool, he receives 80% of the wages he would be paid if he were working on board a ship, and as soon as he joins a ship he receives full wages. When he signs off that ship, provided he is still healthy, he goes back on to the basic Pool rate of pay, i.e. 80% of the wages he received at sea, but if he becomes sick while in a British port he is no longer a member of the Pool and instead of receiving 80% of his wages, he receives only National Health Insurance benefit (270).

5. Facilities for Hospitalisation.

The arrangements for hospitalisation of Merchant Seamen were made by the Medical Officers employed by the Shipping Federation or by any practitioner called in to see a seaman who was sick on board a ship. Any man requiring

hospital treatment was sent to a voluntary hospital, but there were no special facilities available for speedy investigation of Merchant Seamen's Complaints at the outdoor clinics of these hospitals. Consequently, Merchant Seamen, working on shift systems and only being in port for irregular intervals, could not always obtain skilled medical attention. These arrangements appertained until the outbreak of the Second World War, when the Government put into operation the (271) Emergency Hospital Scheme. There were defects in this scheme, and owing to numerous requests from various hospitals, (272) the Government in 1941 issued amended instructions which clarified the position with regard to the hospitalisation of Merchant Seamen. This memorandum stated that Merchant Seamen who were entitled to treatment under the Government's Emergency Medical Service, were those within the following categories:-

- (a) Seamen requiring hospital treatment in consequence of enemy action or for injuries sustained in the course of duty.
- (b) Seamen re-admitted to hospital under arrangements made by the Hospital Officer at the request of the Ministry of Pensions.
- (c) Seamen ashore and away from their own home areas would rank as transferred essential workers, and as such, were entitled to treatment for ordinary sickness or for injuries not due to enemy action or sustained while on duty.
- (d) Seamen who sustained fractures when not on duty, including those living in their home areas.
- (e) Seamen of British nationality employed by the Admiralty under special arrangements.

Merchant Seamen suffering from notifiable infectious diseases were admitted to local infectious diseases hospitals, under the Local Authorities.

Arrangements were made locally in all ports for Merchant Seamen to have priority at clinics so that X-rays and other specialised examinations could be completed in the shortest possible time, and treatment commenced.

(273)

The National Health Service Act, which is at present before Parliament, makes no specialised recommendations for Merchant Seamen. The proposals contained therein for a National Health Service for the general public will require some modification in their application to Merchant Seamen.

A further step to improve the health of the Mercantile Marine, was taken by the Joint Maritime Commission of the International Labour Office in January 1945.

(117)

The Commission met in London and discussed a note prepared by the International Labour Office on Entry, Training and Promotion in the Merchant Service,

(274)

and also the recommendation contained in the International Seafarers' Charter on Pre-employment medical examinations.

(21)

In the note prepared by the International Labour Office on Entry, Training and Promotion, it was pointed out that the requirement of a medical certificate of fitness in the case of older seafarers was by no means universal, though regular medical examination had, in practice, become general. The note concluded by recommending that a study should be made of the systems of entry, training and promotion in the Merchant Service and suggested that one of the conditions

of entry should be a pre-employment medical examination. This conclusion was in agreement with the recommendation contained in the International Seafarers' Charter, which stated "Everyone should pass a medical examination before going to sea. This should apply particularly in the case of trimmers and firemen whose arduous work might have serious consequences upon their health for the rest of their life if they have not the bodily strength necessary for performing their duties in various climates. Medical examination should be repeated at regular intervals; seafarers having the right to appeal against the decision of a doctor, in which case re-examination by a medical referee will take place. The medical referee shall not be in the employ of a shipping company".

The Commission discussed the note by the International Labour Office and the recommendation of the International Seafarers' Charter and decided that the subject of Entry, Training and Promotion should receive further study and appointed an Expert Committee on this subject to meet in London in July 1945. The Committee met and had before it a document prepared by the International Labour Office on this subject (275). The document stated that there seemed to be general agreement that there should be a general physical fitness examination for all entrants, and this should include an examination for adequate hearing and sight, but the document pointed out that "there would be little value in framing international regulations on the subject unless the regulations went into considerable detail, and that there would be difficulty in securing agreement on the details".

Following the discussions of the Committee, the International Labour Office prepared a note for the Maritime Preparatory Technical Conference of the International Labour Organisation (275), which was held at Copenhagen in November, 1945. This note asked the Conference to consider two questions in regard to medical examination -

- (1) Whether the system of compulsory medical examination already established for young persons should be extended to persons who first go to sea after attaining the age of eighteen years.
- (2) Whether the medical examination should be repeated at intervals throughout the seafarer's career.

The Conference had before it the preliminary texts for -

- (1) Providing for medical examination on first entry only;
- (2) Providing for medical examination on first entry and periodically thereafter; and
- (3) General conditions of entry. (275)

The committee considered the three texts and combined them into a single instrument prescribing general conditions of entry (276). It thought that conditions to be prescribed for newcomers into the industry should include the production of -

- (1) A medical certificate of fitness for the work to be performed; and
- (2) Information as to age.

With regard to the medical examination it was agreed that the nature of the examination should be prescribed by a competent authority and that the medical

certificate should deal in particular with the entrant's hearing, sight and colour vision, and general state of health judged in the light of conditions of service at sea. The Committee also recommended that it would be in the best interest of the seafarers themselves, and of life at sea, if seafarers were required to submit themselves to a medical examination not only on first entry but periodically thereafter, and that this periodical examination should take place at two-yearly intervals.

The motion by the United Kingdom Government Member was adopted to the effect that it should be made clear that persons already serving at sea would be required to undergo the periodical medical examination, and that after the expiration of two years from the adoption of a convention on this subject no person would be allowed to be employed in a vessel to which the instrument applied without the production of a medical certificate.

At the 28th. Session of the International Labour Conference, held at Seattle, the preliminary texts of a draft convention concerning the Medical Examination of Seafarers was discussed, and after several amendments had been made it was finally adopted ⁽²⁷⁷⁾. The convention is as follows:-

"Convention Concerning the Medical Examination of Seafarers.

The General Conference of the International Labour Organisation,

Having been convened at Seattle by the Governing Body of the International Labour Office, and

having met in its Twenty-eighth Session on
6th. June 1946, and

Having decided upon the adoption of certain
proposals with regard to the medical examination
of seafarers, which is included in the fifth
item on the agenda of the Session, and

Having determined that these proposals shall take
the form of an International Convention,
adopts this 29th. day of June of the year one thousand,
nine hundred and forty-six, the following convention
which may be cited as the Medical Examination (Seafarers)
Convention, 1946:

Article 1.

1. This Convention applies to every sea-going vessel,
whether publicly or privately owned, which is engaged in
the transport of cargo or passengers for the purpose of
trade and is registered in a territory for which this
Convention is in force.

2. National laws or regulations shall determine when
vessels are to be regarded as sea-going.

3. This Convention does not apply to -

- (a) vessels of less than 200 tons gross registered
tonnage;
- (b) wooden vessels of primitive build such as dhows
and junks;
- (c) fishing vessels.
- (d) estuarial craft.

Article 2.

Without prejudice to the steps which should be taken to ensure that the persons mentioned below are in good health and not likely to endanger the health of other persons on board, this Convention applies to every person who is engaged in any capacity on board a vessel except -

- (a) a pilot (not a member of the crew);
- (b) persons employed on board by an employer other than the shipowner, except radio officers or operators in the service of a wireless telegraphy company;
- (c) travelling dockers (longshoremen) not members of the crew;
- (d) persons employed in ports who are not ordinarily employed at sea.

Article 3.

1. No person to whom this Convention applies shall be engaged for employment in a vessel to which this Convention applies unless he produces a certificate attesting to his fitness for the work for which he is to be employed at sea signed by a medical practitioner or, in the case of a certificate solely concerning his sight, by a person authorised by the competent authority to issue such a certificate.

2. Provided that, for a period of two years from the date of the entry into force of this Convention for the territory concerned, a person may be so engaged if he produces evidence that he has been employed in a seagoing vessel to which this Convention applies for a substantial

period during the previous two years.

Article 4.

1. The competent authority shall, after consultation with the shipowners' and seafarers' organisations concerned, prescribe the nature of the medical examination to be made and the particulars to be included in the medical certificate.

2. When prescribing the nature of the examination, due regard shall be had to the age of the person to be examined and the nature of the duties to be performed.

3. In particular, the medical certificate shall attest:

(a) that the hearing and sight of the person and, in the case of a person to be employed in the deck department (except for certain specialist personnel, whose fitness for the work which they are to perform is not liable to be affected by defective colour vision) his colour vision, are all satisfactory; and

(b) that he is not suffering from any disease likely to be aggravated by, or to render him unfit for, service at sea or likely to endanger the health of other persons on board.

Article 5.

1. The medical certificate shall remain in force for a period not exceeding two years from the date on which it was granted.

2. In so far as a medical certificate relates to colour vision it shall remain in force for a period not exceeding six years from the date on which it was granted.

3. If the period of validity of a certificate expires in the course of a voyage the certificate shall continue in force until the end of that voyage.

Article 6.

1. In urgent cases the competent authority may allow a person to be employed for a single voyage without having satisfied the requirements of the preceding Articles.

2. In such cases the terms and conditions of employment shall be the same as those of seafarers in the same category holding a medical certificate.

3. Employment in virtue of this Article shall not be deemed on any subsequent occasion to be previous employment for the purpose of Article 3.

Article 7.

The competent authority may provide for the acceptance in substitution for a medical certificate of evidence in a prescribed form that the required certificate has been given.

Article 8.

Arrangements shall be made to enable a person who, after examination, has been refused a certificate to apply for a further examination by a medical referee or referees who shall be independent of any shipowner or of any organisation of shipowners or seafarers.

Article 9.

Any of the functions of the competent authority under this Convention may, after consultation with the organisations of shipowners and seafarers, be discharged on delegating the work, or part of it, to an organisation or authority exercising similar functions in respect of seafarers generally.

Article 10.

The formal ratifications of this Convention shall be communicated to the Director of the International Labour Office for registration.

Article 11.

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Director.
2. It shall come into force six months after the date on which there have been registered ratifications by seven of the following countries: United States of America, Argentine Republic, Australia, Belgium, Brazil, Canada, Chile, China, Denmark, Finland, France, United Kingdom of Great Britain and Northern Ireland, Greece, India, Ireland, Italy, Netherlands Norway, Poland, Portugal, Sweden, Turkey and Yugoslavia, including at least four countries each of which has at least one million gross register tons of shipping. This provision is included for the purpose of facilitating and encouraging early ratification of the Convention by Member States.
3. Thereafter, this Convention shall come into force for any Member six months after the date on which its ratification has been registered.

Article 12.

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention comes into force, by an act communicated to the Director of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 13.

1. The Director of the International Labour Office shall notify all the Members of the International Labour Organisation of the registration of all ratifications and denunciations communicated to him by the Members of the Organisation.

2. When notifying the Members of the Organisation of the registration of the last of the ratifications required to bring the Convention into force, the Director shall draw the attention of the Members of the Organisation to the date upon which the Convention will come into force.

Article 14.

The Director of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications and acts of denunciation registered by him in accordance with the provisions of the preceding Articles.

ARTICLE 15.

At the expiration of each period of ten years after the coming into force of this Convention, the Governing Body of

the International Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

Article 16.

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides:

(a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 12 above, if and when the new revising Convention shall have come into force;

(b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it, but have not ratified the revising Convention.

Article 17.

The English and French versions of the text of this Convention are equally authoritative.

DISCUSSION AND RECOMMENDATIONS.

The incidence of sickness and facilities for treatment have been reviewed. Conditions have certainly improved a very great deal since the 15th. century, but, as has been shown, certain diseases take a higher toll of Merchant Seamen than of the industrial population as a whole, and these diseases are closely related to the occupation of the Merchant Seaman. To improve conditions at sea, I would propose the following:-

There should be one central organisation dealing with the health of Merchant Seamen. This authority should also be responsible for -

1. The supervision of medical scales and facilities for treatment;
2. The training and provision of medical personnel for ships;
3. Pre-employment medical examinations, and the keeping of medical records for every seaman.

I propose that this organisation should be centred in a Central Port Health Organisation, under the Ministry of Health. The days when Port Health Authorities dealt only with in-coming infectious disease must now be over. That this was happening was mentioned by Dr. White (278) in his paper on "A Review of Port Sanitary Administration", as far back as 1934, and more recently during the Second World War at the Port of Glasgow all in-coming sickness, whether infectious or not, was dealt with by the Port Health Authority. It is only right that this should be so. How can a Port Medical Officer boarding a ship say to the Master of the vessel "I am only interested in infectious

"Diseases?"

The old idea of appointing the Medical Officer of Health for a seaport to be in addition the Port Medical Officer, was evolved from the fact that the Medical Officer of Health had control of the infectious diseases hospitals in the area, and also had staff to cope with any emergency which might arise at the port. That this is the ideal arrangement can no longer be substantiated for the following reasons:-

1. In the new Health Service Act, Medical Officers of Health will no longer have control of the admissions to infectious diseases hospitals;
2. Their medical staffs will be depleted;
3. During the Second World War it was found impossible in Glasgow for the Medical Officer to allocate Medical Officers from his staff to the port. Additional doctors had to be taken on, but at the same time, in ports which were out of action through enemy activity, the medical staffs were practically idle. If Port Health activities had been centrally organised, as are the duties of H.M. Customs, Medical Officers could have been drafted from the ports which were not busy to the ports which were being overworked.
4. The Government have recently intimated that they might institute schemes for regionalisation of ports (279) and if this did occur, several Medical Officers of Health might be involved in the control of the new port, and administrative difficulties would almost certainly arise.

The new central authority would have a headquarters staff responsible to the Chief Medical Officer of the

Ministry of Health, and have local staffs situated at the various ports. The local staffs would be responsible to the Central Authority for the duties at present carried out by the Port Health Authority, i.e. boarding of ships, administration of the Parrots (Prohibition of Import) Order (280) (281) 1930, the Aliens Order, deratization of ships, inspection of food, etc.

The additional services to be administered by the new Port Health Organisation can best be shown under the headings:

1. Services to be rendered by the Central Authority.
2. Services to be rendered by the Local Authority.

Service.	Central	Local.
Medical Scales	1. Review from time to time the scales of medicines which are required to be carried on the various categories of Merchant ship, and keep them up to date. (This is at present done by the Board of Trade).	1. Examination of medicine chests on each ship, ensuring that the drugs which should be carried are carried.
Facilities for Treatment.	1. The setting up of examination centres at ports for seamen suffering from non-infectious diseases of other illness.	1. The organisation of local medical centres for the treatment of non-infectious illness and accidents.

Service.	Central.	Local.
	<p data-bbox="535 293 1030 983">2.Co-operation with other departments of the Ministry of Health for the provision of hospitals and clinics for the treatment and examination of Merchant Seamen; these hospitals and clinics not to be solely for the use of seamen.</p> <p data-bbox="535 1012 1030 1570">3.A scheme whereby any Merchant Seaman who is sick can report to any medical practitioner, and this practitioner to notify the Local Organisation of the Port Health Authority of his findings.</p>	<p data-bbox="1080 293 1549 655">2.Facilitating the admission of Merchant Seamen to hospital and provision of adequate ambulance arrangements.</p> <p data-bbox="1080 1012 1576 1834">3.Ensuring that Merchant Seamen on reporting to a clinic for examination are given some priority over other patients - the Merchant Seaman does not know when his ship will sail and therefore delays in diagnosing his complaint must be avoided.</p>

Service.	Central.	Local.
	<p>4. Records of sickness to be kept at a Central Office.</p> <p>5. Co-operating internationally on the use of wireless for medical consultations at sea.</p> <p>6. The provision of adequate facilities for the prevention and treatment of venereal disease at the principal ports.</p> <p>7. The provision of free treatment for venereal disease.</p> <p>8. The dissemination of appropriate information on venereal disease, to seafarers.</p>	<p>4. Local records to be kept of each person seen.</p> <p>5. The organisation of anti-venereal disease campaigns, with appropriate local information.</p>

Service.	Central.	Local.
<p>Training and Provision of Medical Personnel for Ships.</p>	<p>1.The organisation of a Medical School. The school to provide facilities for special instruction for Medical Officers adopting the Merchant Navy as a career, and also for refresher courses for these practitioners.</p> <p>2.The organisation of a school for the training of Sick Berth Attendants, on the lines organised by the American War (275) Shipping Administration . Provision also to be made for refresher courses for these Sick Berth Attendants. The Central Organisation to make the necessary arrangements with the other departments of the Ministry of Health concerned for this training to be given at hospitals in a central area.</p>	<p>1.The local Medical Officers to keep in contact with Medical Officers of board ships, and with the Sick Berth Attendants or the officer on each ship who has been trained at the Medical School.</p>

Service.	Central.	Local.
Pre-employment Medical Examination and Medical Records.	1.The Central Authority to be a Central Recording Office for all persons passing a medical examination for entry into the Merchant Service.	1.The Medical examination and periodical examination of all persons employed in the Merchant Service.
	2.The Central Authority to liaise with the Ministry of Labour in this work, and to keep up-to-date records of men relinquishing the Merchant Service as a career.	2.The keeping of duplicate records of all persons seen by the local medical officers.
	3.The organisation of a regular periodical examination of all persons employed in the Merchant Service.	3.Co-operation with local Ministry of Labour Exchanges.
	4.Rehabilitation schemes for disabled or unfit Merchant Service personnel.	
	5.Provision of the necessary accommodation for these examinations to be carried out.	

QUARANTINE PROCEDURE.

In this section, which deals with quarantine, I propose to give a short historical sketch of the measures that have been in existence for Maritime Quarantine in Europe since the fourteenth century, and then to deal with the evolution of quarantine measures in Britain until the present day, and from 1851, when the first International Sanitary Conference was held, to describe the efforts to attain international action.

Measures for Maritime Quarantine have existed in Europe for the past six hundred years. In 1346 the Black Death reached South Eastern Europe and spread to Italy, reaching Milan in 1350. The Civil Authorities of that town, in an attempt to prevent the disease infecting the inhabitants of the town, prohibited all communication with places outside the town, with the result that Milan remained free from infection. Other communities copied the methods used by Milan for the prevention of the spread of infection. (282)

In 1348 the Overseers of Public Health at Venice were authorised to spend public money for the purpose of isolating infected ships, goods and persons, at an island in the lagoon. At this time a Quarantine Code was drawn up by the Overseers of Public Health at Venice, which served as a model for all other ports in Europe until the 19th. Century. In 1423 Venice built a Lazaretto to house contacts, and this lazaretto was rebuilt and extended in 1467. In 1485 a new Health Magistracy was constituted in Venice to enforce the health regulations and quarantine measures for that town. (282)

In 1663 plague was prevalent in Holland, and King Charles II requested that the Lord Mayor of London should

institute measures for preventing the disease establishing itself in London. The Lord Mayor suggested that a lazaretto should be built at Gravesend, where ships could discharge and air their cargoes for forty days. The King, however, did not accept this decision forthwith, but ordered that the Mayor and Aldermen of the City of London should consult the Farmers of the Customs upon this subject. These discussions were held, and the Mayor, Aldermen and Farmers of the Customs recommended that a lazaretto should be built at Mol Haven, and that the King's ships should examine all vessels coming to London, whether or not they had come from infected places. They also recommended that on board an infected ship, a list should be made of all persons on board, and if, after forty days, no further cases occurred on board the ship, the vessel should be cleared and should be allowed to proceed to her terminal port; but during the forty days that she was in quarantine, all goods, household utensils and bedding should be aired. It was also suggested that a Man-of-War should stop all foreign vessels coming to London, and if they had come from an infected place (262) they should be turned back. The King, by an Order in Council of 1664, directed that "two of His Majesty's small vessels be forthwith appointed to anchor as lowe in the river as with assurance they may to speake with every shipp that shall attempt to passe by and strictly to examine from whence they come, and if they shall finde any to come from Amsterdam, Hamburgh, or any other infected places, then peremptorily to command them to turne back to sea, or to performe their quarantane for thirty dayes in Moll Haven;

and that order be given, that the captains of His Majesty's said vessells be impowred to give passes to such as come from places free from infection...", but added that the measures contained in the regulations should not be enforced during the winter months as the pestilence was lulled during that period .
(283)

The first Act of Parliament concerning Quarantine was passed in 1710 , and "obliged all ships coming from infected places more effectually to perform their quarantine". At this time, plague was prevalent in the Baltic States and under this law no-one was allowed to come ashore, and no-one was allowed to go on board a vessel until she had performed her quarantine. The penalty for a breach of this law was that the ship was to be forfeited to the Queen.
(284)

During the 18th. century, several laws dealing with quarantine were enacted. In 1720 , plague was prevalent in the South of France and a new act was passed repealing that of 1710. Under the new act much stricter penalties for breach of the law were imposed. For example, all ships coming from infected places were to be subjected to quarantine and a Master not declaring a case of illness was guilty of a felony and was liable to a fine of Two Hundred Pounds. If any person left the ship before the quarantine period was completed, he was liable to a penalty of Two Hundred Pounds, and imprisonment for six months. If the menace of infection was great, the King was to provide ships and lazarettes for quarantine purposes, and he had also to provide entertainment for persons undergoing quarantine and for infected persons. If anyone who was liable to
(285)

quarantine refused to obey the law he could be forced to stay within the lazarette or on board the ship, but if he refused to do so the penalty was death. Similar arrangements were enforced for contacts who boarded a ship without permission, and the king was given powers to burn infected ships. One provision of the law laid down that ships of twenty tons and under were not allowed to sail to infected areas, and that Masters were to leave a deposit of Five Hundred Pounds as a security against breaking this law.

(286)

In 1728 a further act was passed, which modified the penalties imposed by the act of 1720, but in 1733

(287)

another act imposed heavier penalties for breach of the law.

(288)

In 1753, the laws relating to quarantine were made much more strict and provisions were made for more expeditious methods for dealing with offenders. Under section 2 of the Act, Masters of ships coming from places northward of Cape Finisterre, who had plague on board, had to report to New Grimsby in the Isle of Scilly, and on arrival there had to report to the Customs. No contact with the shore was allowed until orders had been received from the Secretary of State, and the penalty imposed for breach of this law was death. Under section 3 of the Act, it was laid down that if a ship came from an infected region, it was to be boarded by Officers of the Customs and the state of health on board ascertained. If the Master concealed any case of sickness, the penalty was death. Under section 6, provision was made for the constructions of lazarettes, and under section 8, any person escaping from the lazarette could be sentenced to

death. Similarly, under section 10, healthy persons entering a lazarette were forced to stay there until the full quarantine period had elapsed, and if they escaped and refused to return to the lazarette, the penalty was death. Under section 17, of the act, any officers appointed to enforce quarantine, on ship or on shore, who failed to carry out their duties could be punished by death.

(289)

In 1755, lazarettos were established in England on floating hulks. No provision was made for medical inspection, and the whole routine of quarantine was left to the Customs, or to the Superintendent of Quarantine. In 1756, another act dealing with quarantine was passed, which obliged ships coming from northward of Cape Finisterre to go to St. Helen's Pool in the Isle of Scilly, instead of New Grimsby.

(290)

By an act passed in 1788, Masters of vessels which were subject to quarantine were to fly certain signals, not only on arrival in England but also when passing other ships at sea. In 1798, a further act was passed dealing with quarantine, and under section 4 of this act vessels with any infectious disease on board were to be subjected to quarantine.

(291)

Another act dealing with quarantine was passed in 1805. Section 3 of this act levied duties on owners of vessels performing quarantine, and these duties were levied per ton, and varied accordingly as to the port of departure of the ship. For example, a ship from Turkey with a clean Bill of Health was required to pay Seven shillings and six pence per ton, but a ship from Turkey which had not a clean Bill of Health was required to pay a duty of Fifteen shillings per ton. Under section 16 of this act, the master of a

(292)

ship was to inform the Pilots of his port of loading, and under section 17, the Customs were to board or hail all ships and ascertain the state of health on board. Ships arriving at a port which was not an approved port for quarantine, were required to proceed to an approved port and if they refused to do so the Superintendent of Quarantine or the Officer in charge of Customs, could order the guns of the fort of the port to open fire on the vessel (section 19). Under section 20, Masters going ashore, or allowing persons to go ashore without permission from Officers of the Customs, or the Superintendent of Quarantine, were liable to a fine of Five Hundred Pounds, and any person going ashore without permission could be fined Two Hundred Pounds and imprisoned for six months. Similar penalties to those in the act of 1753 were imposed on persons who refused to go to a lazarette, escaped from a lazarette, or on officers appointed to carry out the law who failed to do so.

(284)

Under an act of 1811, the Customs were given power to act on behalf of the Superintendent of Quarantine.

(289)

In 1824, a Committee of Enquiry on Quarantine sat, and recommended that yellow fever and other infectious diseases should be included in the quarantinable diseases, and effect to these recommendations was given in the act of 1825. This act, entitled "An Act to Repeal the Several Laws relating to the Performance of Quarantine, and to Make Other Provisions in Lieu Thereof", defined, under section 1, which vessels must perform quarantine. The definition was - "All ships coming from plague infected areas, or areas where other infectious diseases, as defined by the Privy

Council, are prevalent". Ships from America and the West Indies, where yellow fever and distemper were prevalent, were to be boarded by Officers of the Customs to ascertain the state of health of the crew, and on the result of this examination the vessel might or might not be sent to quarantine. The Privy Council were given power, under section 3, to declare certain areas to be unsafe, and that ships coming from these areas would be required to perform quarantine. Further, any vessels coming from within or without the Straits of Gibraltar, with plague on board, had to report to places appointed by the Privy Council, and on arrival at these ports were to report to the Officers of the Customs for further instructions (section 7). Under sections 8 and 9, if a vessel were liable to quarantine, special signals had to be flown at sea when passing another vessel, or when approaching the coast of England. Under section 15, certain ports were specially appointed where ships could perform quarantine, and strict penalties were imposed upon any Master breaking this law. The penalty for a Master allowing anyone to leave the ship without permission was reduced to Four Hundred Pounds, and for persons escaping from quarantine, the penalty was reduced to a fine of Two Hundred Pounds (section 17).

But even with these strict quarantine regulations cholera still arrived in this country and spread within the country. In 1831 the town of Sunderland was attacked by cholera, and in that year, by a Royal Proclamation, a Board of Health was appointed to discuss methods for the prevention of the spread of cholera. In October of that year the Board of Health laid before the Privy Council

rules and regulations for the prevention of the introduction
(297)
and spread of cholera. The board recommended that if the
disease entered the country, Local Boards of Health were to
be established, and the sick were to be taken care of. In
houses where there was a case of cholera, or in which a case
of cholera had occurred, a label with the words "sick" or
"caution" was to be posted, and no-one was allowed to leave
or enter these houses until authorised by the Board and the
label had been removed. All communication between
persons and between towns was to be restricted. The Board
(298)
of Health had a short life, and was dissolved in 1831,
and a new Central Board of Health was established in the
(298)
same year. The Central Board of Health condemned the
practice of labelling houses and restricting movement, and
in its place recommended cleanliness instead of strict
isolation.

(299)
In 1849 the General Board of Health made a special
(300)
report on quarantine. The report commenced by saying
that the object of quarantine was to prevent the
introduction of epidemic diseases from one country to
another, and that quarantine regulations were based on the
assumption of the contagiousness of the diseases with
which quarantine deals. Hence quarantine regulations
recommended isolation of the sick. The report went on to
say that medical science, at that time, agreed that all
diseases which required quarantine regulations were fevers,
dependent upon atmospheric conditions, and which obeyed
similar laws of diffusion, all infected the same sort of
localities, the same classes and ages, and their intensity

was increased or diminished by the same standard of social conditions. The General Board of Health suggested that instead of quarantine, sanitary measures should be instituted, as, in the opinion of the Board, quarantine included the essential conditions upon which epidemic diseases depended, mainly the presence of an epidemic atmosphere. The report went on to suggest the substitution of Sanitary Regulations in place of Quarantine. Instead of detaining all vessels arriving from ports where epidemic diseases were prevalent, the Board proposed to detain only the sick, and to remove these to isolation hospitals. It was further suggested that the sick and healthy should not be kept together in a lazarette, but should be separated. Further, that if a vessel arrived at a port which was not an approved port for quarantine purposes, the sick should be treated immediately instead of having to wait until the ship proceeded to an approved port.

Other points made by the Board in the report were -

1. Instead of restricting authoritative care to certain epidemics from distant countries and omitting attention to all other, immediate attention and relief should be provided for all cases of epidemic disease.
2. Instead of detaining cargoes for the full quarantine period, the cargoes should be released and distributed.
3. Attention had been drawn to several cases where ships had sailed from ports where cholera was known to be prevalent, but had been given a clean Bill of Health, and to other cases where ships had sailed from ports where no epidemic disease was present but had been refused a clean

Bill of Health. The Board, under these circumstances, questioned the value of Bills of Health.

4. The Board noted instances where passengers and crew had been prevailed upon to misrepresent the symptoms of their disease in order to enable the crew and passengers to disembark without being subjected to quarantine, and, under these circumstances, the Board recommended that the quarantine regulations should be relaxed to attempt to stop this misrepresentation.

5. The Board were of the opinion that the propagation of plague and typhus by goods was unfounded, and the truth was that these diseases were spread by exposure of susceptible persons to an infected atmosphere.

6. Quarantine establishments were insufficient to prevent the introduction of epidemic diseases, and lazarettes only caused great inconvenience to passengers and crew and instead of preventing the disease, helped to spread it.

7. It was to the shipper's financial gain to keep his ship clean. Therefore, the substitution of Sanitary Regulations would far more effectively extinguish epidemic diseases, and afford better protection to the non-infected on ship board, whilst relieving passengers and crew of great inconvenience. It would also help to make sickness be brought to light and would benefit commerce.

8. The Board strongly recommended the discontinuance of quarantine and the substitution of Sanitary Regulations.

The report had the desired effect of modifying the quarantine procedure then in operation and from 1850 onwards the quarantine measures imposed upon infected ships have gradually lessened in severity. Since 1850, when cholera,

yellow fever or plague have menaced the country, regulations have been passed to meet the immediate danger to the country's safety. (301)

For example, those brought into force in 1854 (302) 1866 (303) 1871 (304) 1890 (305) 1892 (306) 1896 (307) 1898 (308) 1902 (309) 1903 (310) and 1907 (311). In 1860 the

Quarantine Committee of the National Association for the Promotion of Social Science circulated a questionnaire to the various British Consuls throughout the world, asking their opinions as to the usefulness of the quarantine measures in their area. The Committee sent the results of their investigations to the Board of Trade. The questionnaire which was circulated contained eighteen questions, and the results showed that -

1. Great diversity and discrepancy existed in the system of quarantine as practiced in different countries, and sometimes in countries adjoining each other in precisely similar conditions. Certain countries had relaxed quarantine, but others had made it more rigorous. There was evidence that there were political motives behind quarantine in different countries, and all unnecessary interruptions to international intercourse caused not only great personal inconvenience, but serious commercial loss. One Consul remarked that the contraband control was usually much more elaborately organised than the quarantine control.
2. There were no detailed and correct records kept of outbreaks of infectious disease in various countries.
3. Bills of Health were useless as they did not give the state of health of the country.
4. There were many loopholes - wars, high ranking officials, etc. for avoiding quarantine.

5. Lazarettos, in many cases, were bad and isolation on board ship was poor public health. Further, the medical attention in lazarettos on the whole was very poor.

6. Cargoes seldom, if ever, spread disease, but the various officials, such as Customs, Pilots, etc., might easily be infected by the disease by going on board a ship and spreading it when they came ashore.

7. The classification of cargoes into "susceptible" and "non-susceptible" was fanciful.

8. Countries in which quarantine was most rigorously imposed were not any freer from disease than those where it was not so rigorously imposed.

9. The sanitary and hygienic state of Merchant Shipping was often faulty, and there was good reason to believe that there was, at all times, a large amount of sickness or damaged health and premature disablement among the Merchant Seamen, which might easily have been prevented by simple precautionary

Measures Milroy (212) , in 1861, recommended that a ship on board which all were healthy, no matter where the ship had come from, should be given free pratique, and that any vessel with disease or which was foul and unhealthy, should be examined by the Medical Officer of Quarantine, and that he should be responsible for dealing with the ship and for having the cases of sickness removed to hospital. He further recommended that if smallpox was, or had been, on board the ship, all unprotected persons should be vaccinated.

During the middle of the 19th. century, the Central Health Organisation (The General Board of Health (299) , the Privy Council (313) , and the Local Government Board (314)) did

little to help ports to prevent the importation of cholera. The Central Health Organisation adopted the attitude that such visits from cholera were inevitable. Ports were not given any special Government subsidy to allow them to develop the Port Health Service and, as it was, ports only made local provision, and protection for the country as a whole was not centrally organised as it ought to have been. (315) Under the Quarantine Act of 1825, power was given to the Privy Council to issue in the "London Gazette" (295) proclamations regarding certain places which were thought to be unhealthy, and that any vessel coming from these places was forced to perform quarantine. (316) By the Sanitary Act of 1866, this power was extended and the Privy Council were empowered to make regulations to cover sickness on board a ship, whether the vessel came from abroad or not.

The next step in organising a preventive system for the importation of infectious disease was taken when the Public Health Act of 1872 (317) was passed. This Act created Port Sanitary Authorities. Under section 132 of the Public Health Act of 1875 (318), the Local Government Board were empowered to make regulations to prevent the spread of cholera and other infectious diseases. Also under this Act the power to deal with ships having cholera on board was transferred to the Local Government Board. Under section 237 of the Act, the Local Government Board might, by provisional order, constitute permanently a Local Authority whose district, or part of whose district, abutts on any part of a port in England, the Sanitary Authority of that port, and the Local Government Board might also, by

provisional order, make two or more riparian authorities, having jurisdiction within the port, combine, and might also define their mode of joint action. The Local Government Board was also given authority to constitute a Port Sanitary Authority for any two or more ports by forming a joint board, consisting of representatives of all, or any, of the riparian authorities having jurisdiction within such ports.

(319)

In 1876, under the Customs Laws Consolidation Act, the Privy Council were empowered to prevent any person landing from a ship which had arrived from an area where yellow fever or other infectious diseases were prevalent, without proper examination by an Officer of H.M. Customs.

Further steps to improve the efficiency of Port Sanitary Authorities were taken under the Public Health (Ships) Act of 1885. This stated that a Port Sanitary Authority might be constituted by an Order, which did not require confirmation by Parliament unless a riparian authority, required to contribute to the expense of the Port Sanitary Authority, gave notice of objection. It is interesting to note that by the year 1885, forty-seven Port Sanitary Authorities had been constituted.

(321)

In 1889, further legislation provided that regulations made under section 130 of the Public Health Act of 1875, might provide that in any new regulations issued under this Act, officers of the Customs might carry out quarantine procedure at the ports.

Further, regulations against cholera were made in August 1890, which repealed the regulations then in

(303)

(322)
force , and under the new regulations the Customs were
empowered to detain a ship, and the Medical Officer was
given power to disinfect any ship on board which there was
or had been, a case of cholera. This order was amended
(304)
in 1892 .

At this time cholera was prevalent in Europe and so
the Local Government Board decided to ascertain whether the
arrangements then in operation throughout England were
satisfactory. A survey of the ports was commenced in
(323) (324)
1893 , and completed by 1894 . At the beginning of
the survey it was found that a third of the ports were in
a satisfactory condition to deal with any ship arriving
with cholera on board, but by the time the survey had
ended most of the ports had tightened up their arrangements
and were fairly well organised so far as action against
cholera was concerned. Following upon this survey, under
(325)
the Public Health (Ports) Act of 1896 , the Local
Government Board were empowered to assign to any Port
Sanitary Authority any powers, rights, duties, capacity
and obligations, under the Infectious Diseases Prevention
Act, 1889.

(326)
The Public Health Act of 1896 finally repealed
the Quarantine Act of 1825, and gave the Local Government
Board power to enforce any regulations made by them under
the Public Health Act of 1875, with the assistance of the
Officers of the Customs and the Coast-guards, as well as
other authorities. Under this Act, regulations for the
control of cholera, yellow fever and plague were issued .
(305)
These laid down that should there be any suspected case of

cholera, yellow fever or plague on board, the Customs were to notify the Medical Officer of Health, who would make arrangements for the sick to be landed. Contacts were to be allowed home under surveillance, having first given an address to which they were proceeding. This was to be notified to the Medical Officer of Health of the area to which the contact was proceeding, but should the contact not proceed to the address given to the Medical Officer of Health at the time of his examination on board ship, the contact must "within forty-eight hours after landing, notify in writing his place of destination and address to the Medical Officer of Health of the Sanitary Authority, or to the Local Authority of the district in which such place is situate".

Further regulations with regard to cholera, yellow fever and plague were issued in 1898⁽³⁰⁶⁾, and these were amended in 1902⁽³⁰⁷⁾, and in 1903⁽³⁰⁸⁾. Following the International Sanitary Convention of Paris in 1903⁽³²⁷⁾, the Regulations of 1898 were revised and new regulations were issued in 1907⁽³⁰⁹⁾.

Most of the provisions of the 1898 regulations were retained. Under the 1898 regulations it was laid down that the Customs should report to the Local Authority the arrival of infected vessels from foreign ports, and that infected vessels should be temporarily detained pending visitation by the Medical Officer of Health of the Local Authority, and that after such visitation by the Medical Officer of Health, the appropriate measures indicated by the regulations should be taken. These measures might be "According to circumstances, the further detention of the

vessel; the removal of persons suffering from, or suspected to be suffering from, plague, cholera or yellow fever; the adoption of steps to free the vessel from causes of infection; and such other action as is expedient for the purpose of tracing the further movements of persons allowed to leave the vessel". The modifications suggested were:-

1. The term "infected ship" was to mean a ship which, at the time of its arrival from a foreign port, had on board a case of cholera, yellow fever or plague, or which had had a case of cholera or plague within a period of 7 days, or of yellow fever within a period of 18 days, prior to that time.

The term "suspected ship" was to mean a ship which had had on board during the voyage, or during the stay of the ship in the port of departure, or in a port in the course of the voyage, a case of cholera, yellow fever or plague, but which had not had on board a fresh case of cholera or plague within a period of 7 days, or yellow fever within a period of 18 days prior to the time of its arrival from a foreign port.

2. The Customs were given power, under article 2, section 2, to detain a ship although not infected or suspected, but if they had reason to believe that the ship had come from, or had, during the voyage, called at a port infected with cholera, yellow fever or plague. In this connection, Medical Officers of Health were to keep up-to-date records of ports where these diseases were prevalent, and should keep the Officers of the Customs similarly informed.

3. With regard to change of address of contacts leaving infected or suspected ships, the person under surveillance was to notify any change of address within five days after landing, instead of 48 hours as in the previous regulations.

4. Under section 19, the measures of disinfection which might be applied to an infected or suspected ship, as apart from the articles in it, were restricted to instances in which the infection was due to cholera or plague.

5. Provisions in the old regulations for substituting the existing water supply and water ballast in cases of cholera, yellow fever and plague, were now restricted to these cases where cholera was the disease in question.

6. New provisions were made with regard to the prevention of the transmission of plague from rats on board ships. Rats were, in all cases, to be destroyed on board infected ships, but on suspected ships the question of complete rat destruction was left to the Medical Officer of Health, and in cases where a ship was neither infected nor suspected but had come from a plague infected port, the Medical Officer of Health could order the destruction of rats on board the ship, and the cost of such destruction was to be borne by the Local Authority. The Medical Officer, in cases of infected or suspected ships by reason of plague, or a ship which had come from, or called at, a port infected with plague, could necessitate all precautions being taken for effectually stopping the access of the rats from the ship to the shore.

7. Finally, since it was now known that mosquitoes transmitted yellow fever, the Medical Officer could require measures to be taken to destroy mosquitoes and their larvae on board ships certified to be infected or suspected ships by reason of yellow fever, or which had come from or, during the voyage, called at a port infected with yellow fever.

(328)

In the circular to the regulations, the Board

requested that Medical Officers should do everything possible to avoid unnecessary interference with shipping.

In 1909 the Local Government Board commenced the issue of a "Weekly Record" (329) of reported occurrences of plague, cholera and yellow fever (in ports at home and abroad) for the information of Port Medical Officers of Health. At first this was a brief and incomplete document but has been gradually expanded and now gives Port Medical Officers an accurate statement of the presence of infectious disease throughout the world.

A circular letter with regard to cholera was issued in 1910 (330) by the Local Government Board, owing to the serious outbreak of cholera in Russia, which imposed strict measures for the prevention of the spread of cholera, and in 1911 (331) owing to serious outbreaks of cholera in the Mediterranean and Black Sea areas, the Local Government Board impressed upon all Local Authorities to be specially vigilant and to take extra precautions with regard to ships coming from these areas. Again, in 1913 (332) when cholera was prevalent in and around Constantinople, the Board issued similar instructions.

In 1920 the Ministry of Health (333) issued new regulations (334) the Port Sanitary Authorities (Infectious Diseases) Regulations 1920. In the explanatory circular (335) the Ministry stated that "conditions resulting from the war have given rise to increased prevalence of acute infectious disease, such as smallpox and typhus fever, in certain foreign countries, and the risk of the importation of these and other diseases into this country, through the agency of

shipping, renders it necessary that all practical measures to be taken by port and riparian authorities to avoid the danger". The regulations were to be in addition to and not in derogation of the provisions of the existing regulations, with respect to the powers and duties of Local Authorities and their Medical Officers of Health. The regulations of 1907 relating to cholera, yellow fever, and plague were to continue to apply. Under the new regulations, the Medical Officer had power to board any ship, and had power to cause the ship to be brought-to and, if necessary, moored or anchored in some safe and convenient place while he visited and examined the personnel on board. The Medical Officer was given power to examine any person on board suffering from infectious disease, or who was reasonably presumed to be verminous. The Ministry considered that the fact that a vessel during the period of three weeks before its arrival in port, had sailed from, or called during the voyage at, a foreign port or country in which dangerous infectious disease was known to be prevalent, was considered reasonable grounds for the necessary action being taken by the Medical Officer of Health under sections 3 and 4. The Medical Officer was thus empowered to cause any person who had been in contact with infectious disease, or who was discovered to be verminous, to be prevented from leaving the ship, or from leaving the ship except under special conditions, and the conditions were to be laid down by the Medical Officer of Health. In the circular to the regulations, the conditions imposed in giving permission to contacts to

leave the ship were that any persons who required cleansing or disinfection would proceed to the place appointed for that purpose and that a person who had been in contact with infectious disease and who, within fourteen days of leaving the ship, had proceeded to a destination other than that of which he had informed the Port Medical Officer, was to inform the Medical Officer of Health of the district in which he arrived, of his address in that district. The Medical Officer of Health could also require the Master of a ship to take, or institute the taking of, such steps as, in the opinion of the Medical Officer of Health, were reasonably necessary to prevent the spread of infection by any person on board, and also such steps as were necessary for the removal of conditions on the ship which were likely to convey infection, including the destruction of rats and mice and other vermin, and the prevention of the escape of vermin from the ship. Of great importance was the fact that the Ministry of Health authorised fifty per cent. of the approved expenditure in respect of the whole work done by the Port Sanitary Authority.

At the end of the 1914-1918 war, much concern was felt at the ratty condition of ships, as in the last war, ships did not have time, on many occasions, to be fumigated every six months (recommended in the International Sanitary Convention of 1912⁽³³⁶⁾).⁽³³⁷⁾ In 1923, the Ministry of Health, in a circular, drew the attention of County Councils to the need for delegating to port and riparian authorities their jurisdiction under the Rats and Mice Destruction Act⁽³³⁸⁾ of 1919. Various experiments for the rat-proofing of

(339)
ships were carried out , and in 1929 the Ministry of Health issued the Public Health (Deratization of Ships) Regulations (340) . These regulations defined Approved Ports, Approved Foreign Ports, Deratization Certificates and Valid Certificates. A Valid Certificate meant a certificate issued under these regulations, or at an approved foreign port, which had not been current for more than six months, or in the case of a ship proceeding to her home port, more than seven months from the date of last inspection, and included a Deratization Certificate, or Deratization Exemption Certificate issued at an approved port or an approved foreign port, in conformity with Article 28 of the International Sanitary Convention of Paris 1926 (341) , prior to the issue of these regulations.

(342)
In 1933 , the Ministry issued the Port Sanitary Regulations, which revoked the 1907 Regulations with regard to cholera, yellow fever and plague, the Port Sanitary Authorities (Infectious Diseases) Regulations 1920, and the Public Health (Deratization of Ships) Regulations 1929, and they also included provisions for carrying out obligations assumed by His Majesty's Government under the International Sanitary Convention of 1926, for preventing the access of rats to ships, for the control of persons embarking on outward bound ships who were suffering from infectious disease or who had been in such relation with persons so suffering as to render them liable to transmit the disease. The aim was to consolidate the whole of the regulations relating to the sanitary control of shipping in ports.

Under the new regulations, the Master of a foreign-

going ship arriving from a foreign port was required to ascertain the state of health of all persons on board, and to complete a Declaration of Health on a prescribed form. This Declaration was to be handed to the Customs Officer, or Officer of the Port Authority, whichever first boarded the ship (sections 5 and 13). Under section 9, the Master of a ship coming from a foreign port had to fly certain flags and signal lights, and the signals and lights to be flown were laid down in the Third Schedule to these Regulations. If the Customs Officer, on receiving the Declaration of Health, found evidence of infection, he was required to detain the ship and have it sent to a mooring station, unless the Medical Officer otherwise allowed (section 14) but the detention of any ship by a Customs Officer, under the Regulations ceased as soon as the ship had been duly visited and examined by the Medical Officer, or if the examination had not commenced within twelve hours after the ship had been moored, on the expiration of that period. Prior to the ship being boarded by the Customs, or an Officer of the Port Authority, the Master was not to allow any person to board or leave the ship (section 16 (1)). Under section 6, where the Ministry of Health, by a notice published in the "London Gazette", declared that the provision of this Article was to apply to any district specified in the notice, the Master of any foreign-going ship fitted with a suitable wireless transmitting apparatus, on approaching such a district from a foreign port, "shall, if any person on board has symptoms which may be indicative of infectious disease, other than tuberculosis, or if there are any

circumstances requiring the attention of the Medical Officer, send to the Port Authority a wireless message giving the Port Medical Officer details of the sickness on board the ship." If the ship was not fitted with wireless, under section 7, the Master had to notify the Port Medical Officer forthwith on his arrival of any circumstances that required his attention. Under section 11, the Medical Officer was required to prepare, from time to time, and keep up to date a list of foreign ports and seaboards which were infected, or were believed to be infected, with plague, cholera, yellow fever, typhus or smallpox. Infected or suspected ships, and other ships which might be unhealthy, were to be taken to a mooring station unless the Medical Officer or an Officer of the Port Authority allowed the ship to be isolated at its place of mooring. This applied to a ship which was infected or suspected to have plague, cholera, or yellow fever, or had had a case of typhus or smallpox on board, or during the voyage (or where the voyage has lasted more than six weeks, during the last six weeks) where -

- (1) there had been a case, or suspected case, of plague, cholera, yellow fever, typhus fever or smallpox; or
 - (2) plague had occurred, or had been suspected, among rats or mice on the ship; or
 - (3) sickness or death, not attributable to poison or the employment of other methods for destruction, had occurred among the rats on the ship.
- and the ship had not, since any such conditions supervened, been subjected to the prescribed measures (the sanitary measures laid down in Schedule Four for preventing the

spread of cholera, plague, typhus and smallpox).

The prescribed measures for each of these four diseases were laid down in the Fourth Schedule to the regulations. No measures for preventing the spread of yellow fever were laid down in the regulations, but the regulations stated, under section 12 (3), that the prescribed measures for the prevention of yellow fever, as laid down in the International Sanitary Convention of 1926, must be carried out.

The regulations defined "infected ship" as meaning a ship -

- "(a) which has on board a case of plague, cholera or yellow fever; or
- (b) on which a person developed plague more than six days after embarkation and which has not since been subjected to the prescribed measures; or
- (c) on which plague-infested rats are found; or
- (d) which had had on board a case of cholera within five days prior to arrival and which has not since been subjected to the prescribed measures; or
- (e) which had on board a case of yellow fever at the time of departure from a port, or which has had such a case on board during the voyage and which has not since the last case occurred been subjected to the prescribed measures;"

and "suspected ship" as meaning a ship -

- "(a) on which a person developed plague within six days after embarkation and which has not since been subjected to the prescribed measures; or
- (b) on which there has been an unusual mortality among

rats, the cause whereof is undetermined; or

(c) which had on board a case of cholera at the time of departure from a port or during the voyage, but on which no fresh case has occurred within five days prior to arrival and which has not since the last case occurred been subjected to the prescribed measures; or

(d) arriving from a port or seaboard included by reason of yellow fever in the list of infected ports and seabords kept by the medical officer pursuant to Article 11 of these regulations or from a port or seaboard in close relation with an endemic centre of yellow fever after a voyage of less than six days after a longer voyage, if there is reason to believe that the ship may be carrying adult mosquitoes emanating from the said port or seaboard".

Included in the regulations was a definition of a "suitably equipped port" in relation to any disease, for carrying out the prescribed measures, and this is "a port which has been notified to the Office International d'Hygiene publique as possessing the necessary organisation and equipment for dealing with that disease".

Under section 30 (1), the Medical Officer was authorised to examine any person on board a ship who was suffering from infectious disease, or who was reasonably believed to be verminous, or where the Medical Officer had reason to suspect that infection existed on the ship, and the Medical Officer was given power to detain any such

person upon the ship or at some appointed place on shore. The Medical Officer was also empowered to prohibit any person who had been in contact with infectious disease on the ship, or who was discovered to be verminous, from leaving the ship, and to have clothing and other articles belonging to such person cleansed or disinfected.

In the prescribed measures as laid down in the Fourth Schedule of the regulations, the measures to be applied on plague infected, plague suspected, cholera infected, and cholera suspected ships, were laid down, together with the measures to be applied on ships which had, or had had within six weeks of arrival, a case of typhus or smallpox on board. With regard to plague, persons from an infected ship could not be kept under isolation or surveillance for a period exceeding in the aggregate beyond six days after the arrival of the ship, and in plague suspected ships, no contact could be kept under surveillance for a period exceeding six days after the arrival of the ship. With regard to cholera, on infected ships contacts might be isolated or placed under surveillance for a period not exceeding five clear days after the date of the arrival of the ship, and on cholera suspected ships contacts might only be kept under surveillance for a period not exceeding five clear days after the date of the arrival of the ship. Where a case of typhus had occurred on board, any other person reasonably suspected to be harbouring lice, or to have been exposed to infection, was to be deloused and might be placed under surveillance for a period not exceeding twelve days from the date on which he was deloused. Where a case of

smallpox had occurred, any other person reasonably suspected by the Medical Officer to have been exposed to infection on board was to be offered vaccination, unless in the opinion of the Medical Officer the person was sufficiently protected by recent vaccination, or by a previous attack of smallpox. Every such person was to be placed under surveillance for a period not exceeding fourteen days after the date of the arrival of the ship.

(343)
In 1930, the Parrots (Prohibition of Import) Order was passed, which was designed to prevent the importation of psittacosis into the country.

To meet the new conditions that had arisen through the growth of air travel the Ministry issued the Public Health (Aircraft) Regulations in 1938. (344) These applied to all aerodromes and places approved by the Commissioners of Customs for the landing or departure of foreign-going land planes or sea planes. The object of the regulations was the same as that of the Port Sanitary Regulations - the prevention of the introduction of infectious disease into the country. They were administered by:-

1. The Port Health Authorities if the aerodromes or places of landing were within their district;
2. the Local Authority, including a County Council, that maintained an aerodrome; and
3. In respect of other aerodromes, by the Local Authority of the district in which the aerodrome was situated.

No grant was payable, but the cost of medical inspection of aliens was met by the Exchequer.

With the increase in long distance flying, many

passengers now arrived in this country well within the incubation period of the major infectious diseases (smallpox, cholera, plague, typhus and yellow fever). The Ministry of Health, realising the difficulties of proper surveillance of passengers arriving from the East, well within the incubation period of these diseases, drew up a card which is given to every passenger from abroad when he arrives, and on which is printed a notice in English and French warning him of the dangers of infectious diseases and asking him to consult a doctor and show his card if he takes sick within twenty-one days of his arrival. On the other side of the card the attention of the doctor is drawn to the fact that the patient has been abroad, and he is asked, if infectious disease is found or suspected, to at once notify the Medical Officer of Health of the area and inform him of the date and airport at which the patient arrived.

The Port Sanitary Regulations remained in force until 1946, when new regulations, the Port Health Amendment Regulations 1945⁽³⁴⁵⁾ were issued. These give effect to the provisions of the International Sanitary Convention of 1944⁽³⁴⁶⁾, held under the aegis of the United Nations Relief and Rehabilitation Administration⁽³⁴⁷⁾. There are no basic changes in the general procedure and any modifications contained are designed to assist the Port Health Authorities. Under section 2 of the new regulations, typhus fever is defined as meaning louse-borne typhus. At present, where a foreign-going ship comes to a port in the United Kingdom from a foreign port and makes a Declaration of Health, and thereafter proceeds to another, or several

home ports in completion of its voyage, there is no clear obligation on the Master to inform the Port Health Authority at such latter port or ports of any infectious illness normally appropriate for mention in the Declaration of Health, which may have arisen in the ship since leaving the home port to which the Declaration of Health was made. In this way such illness might escape attention, but under Section 3 of the new regulations it is laid down that "if, after a declaration has been made in respect of a ship in pursuance of this article or of any corresponding provision in force in Scotland or Northern Ireland, a ship calls, within six weeks from the making of the declaration, at a port in England or Wales, the Master shall report on arrival to the Customs Officer, or Officer of the Port Authority, whichever first boards the ship, every case of illness (being a case which, if he were making a Declaration of Health, he would be required to include in the declaration), which has occurred on the ship since the making of the declaration, and had not already been reported".

Sections 5 and 6 of the regulations are designed to give effect to Article 5 of the new convention under which the British Government are obliged to notify to The United Nations Relief and Rehabilitation Administration, outbreaks of communicable diseases, in addition to the five (341) 'convention' diseases, which may constitute a menace to other countries by their spread, or potential spread, across frontiers.

Section 7 (1) clarifies the meaning of Article 30 (1) (f), of the Principal Regulations (342), which give the Medical Officer power to prohibit certain persons from leaving a ship,

or from leaving it save upon certain specified conditions, but any conditions so imposed are not to exceed those laid down in the fourth schedule of the Principal Regulations. Under section 7 (2), a new paragraph is added to the Principal Regulations, which gives effect to Article 8 of the new convention, and is to the effect that a Medical Officer shall not require a ship to be used for purposes of isolation, unless isolation can be effected without delaying the movements of the ship. Section 8 of the new regulations defines the term "surveillance", and states what a person undergoing surveillance must do. He must -

(a) Give facilities for any medical inspection required by the Medical Officer, or by the Medical Officer of Health of any Local Authority in whose area he may be during the period of surveillance.

(b) Furnish all such information as any such Medical Officer of Health as aforesaid may reasonably require, with a view to ascertaining the person's state of health.

(c) If so instructed by the Medical Officer, report on arrival in the district of any Local Authority to the Medical Officer of Health of the Local Authority, and during that period of surveillance report at such intervals to that Officer, as he may require.

This in effect means that persons are not isolated, but that they are free to move about, provided that they notify the Sanitary Authorities of the place or places to which they are proceeding.

Section 9 gives effect to Article 12 of the new Convention, which recommends the use of insecticides for

the protection of passengers and crew from typhus in ships trading with areas infected with typhus. Section 10, which deals with smallpox, introduces new measures for persons suspected by the Medical Officer to have been exposed to infection on board, unless in the opinion of the Medical Officer the person is sufficiently protected by recent vaccination or by a previous attack of smallpox. The new regulations lay down that a contact shall be -

(a) Offered vaccination and placed under surveillance for a period not exceeding fourteen days after the arrival of the ship;

(b) placed under surveillance for the said period without vaccination; or

(c) offered vaccination and isolated until the result of the vaccination is known and thereafter kept under surveillance until the fourteenth day after the date of the arrival of the ship; or

(d) isolated for a period of fourteen days after the arrival of the ship.

but the requirements set out in sub-paragraphs (c) and (d) must not be imposed unless, in the opinion of the Medical Officer, there is an exceptionally serious risk of the introduction of smallpox into the country.

The regulations interpret recent vaccination as meaning vaccination followed either by an immune reaction within seventy-two hours of vaccination, or by the formation of typical vaccinal vesicles not earlier than three years and not later than fourteen days before the date of arrival of the ship.

The International Sanitary Conferences on Quarantine.

In 1851 cholera had become very widespread in the Mediterranean and in the Levant. The French Government convened an International Conference, which was held in Paris, and at the conference measures to prevent the spread of this disease from the Mediterranean by shipping were discussed. No convention was issued after the conference and the recommendations agreed upon never came into force owing to the commencement of the Crimean War. After the cessation of hostilities a further conference was convened in Paris in 1859. Again no convention was issued, and following further conferences which were held in Constantinople in 1866, Vienna in 1874, Washington in 1881, Rome in 1885, all of which dealt with cholera and all of which recommended measures for lessening the rigorousness of quarantine, a conference was held at Venice in 1892, and this conference is noted as being the first at which an International
(348)
Sanitary Convention was issued .

The conference of 1851 was attended by only twelve nations, and of these only three ratified the agreement, and in 1865 the three countries which agreed, France, Portugal and Sardinia, withdrew their agreement. The conference of 1859 drew up a convention on broad lines, which was never ratified owing to the intervention of the Franco-Italian-Austrian war. The conference of 1866 was convened because of the fear of cholera being spread by pilgrims from Mecca. This conference made a particular study of cholera and made recommendations for lessening the rigidity with which quarantine was imposed in certain parts of the world. The

Conference held at Vienna in 1874 is important because it was at that conference that the proposal was made to establish a permanent International Sanitary Commission, which, however, did not materialise. But the seed was sown. (348)

In 1881, the United States Government were very much alarmed at the spread of yellow fever, and a conference was held in Washington at which no decisions of major importance were reached, but this conference recognised the importance of the international notification of infectious disease. The conference at Rome in 1885 was of no great importance, but that of Venice in 1892 was important

because, as mentioned above, it was the first conference at which a convention was issued, (349) and this was signed by the majority of the powers present. Great Britain objected to certain provisions in the convention, for example, the detention in a lazarette of healthy persons, on the grounds that they had been in contact with the sick, and it was on this objection that Great Britain refused to sign the convention. The convention defined the terms "infected" and "suspected ship". An infected ship was a ship which had a case of cholera on board, or had had a case on board within 7 days of her arrival at the port, and a suspected ship, in relation to cholera, was a ship which had had a case at the time of departure, or during the voyage, but had had no fresh case within 7 days of her arrival at the port. Following the conference, however, a private meeting was held in Paris between France, Austria, Hungary, and Britain, and a proces-verbal, embodying a series of (305) modifications in the convention, was drawn up. Later

all the signatories to the convention assented to the modifications made at the Paris meetings, and the Venice convention came into operation in 1893. A comparison of the recommendations of the convention and those finally agreed upon in the proces-verbal illustrates the objections raised by Britain at the conference -

Infected Ships - Article 3.

Vessels without a doctor or means of disinfection:-

Venice Recommendations.

1. Cases of cholera must be taken from the ship.
2. All linen, bedding of passengers and crew to be disinfected.
3. Vessels to be disinfected.
4. All other passengers to be regarded as suspects. To be disembarked, isolated in groups and kept under observation.
5. Passengers to be detained at Moses Well for five days, and the period of detention may be reduced at the discretion of the Local Authority.

Paris Recommendations.

1. Ditto.
2. Ditto.
3. Ditto.
4. Ditto.
5. Passengers to be detained at Moses Well for periods varying between two and five days, under a sliding scale system. The conditions controlling these detentions were no longer to be at the discretion of the Local Authority, but were to be strictly defined.

Venice Recommendations.

Paris Recommendations.

Vessels carrying a doctor and means of disinfection.

- | | |
|---|---|
| <ol style="list-style-type: none">1. The sick to be detained in Hospital.2. All linen, bedding etc. of passengers and crew to be disinfected.3. The vessel to be disinfected but if the ship were a postal or a troop ship, only certain parts of the ship to be disinfected, and the parts to be done were to be left to the discretion of the Local Authority.4. The remainder of the passengers to be detained under observation at Moses Well, except in the case of a postal or troop ship. The number to be detained in this case might have to be limited and the limitation to be determined by the Local Authority. | <ol style="list-style-type: none">1. Ditto, but the Medical Officer on the ship to nominate the sick.2. Ditto. Disinfection to be done on board. If cholera only present among the crew only the linen of the crew to be disinfected.3. The doctor on board to decide which parts of the ship to be disinfected, and no ship to be detained for more than twenty-four hours.4. No passengers need be landed and if landed to be returned to the ship within twenty-four hours. Passengers still on shore to be housed separately from the case of cholera. |
|---|---|

Venice Recommendations.

5. All persons on board to be regarded as suspects unless otherwise declared by the Local Authority.
6. Detention of suspects at Moses Well to be five days unless this period is diminished by the discretion of the Local Authority.
7. The vessel should be allowed to pass through the Canal under quarantine if it leaves its cases at Moses Well, in addition to its suspects.

Paris Recommendations.

5. No-one to be regarded as suspect unless certified by the Ship's Medical Officer to be a close contact of the patient.
6. Detention of suspects to vary between one and five days according to circumstances, and the period taken for disinfecting the ship to count in the period of detention.
7. The vessel to be allowed to pass through the Canal under quarantine after completion of the disinfecting process, if it leaves its cases and suspects, as defined in 5 above.

A further International Sanitary Conference was held at Dresden in 1893 (350), which aimed at preventing the introduction of cholera into Europe via the Red Sea and the Suez Canal. After the conference a convention was issued, and this convention was to last for five years. The convention defined infected and suspected ships and made recommendations with regard to surveillance of persons from infected and suspected ships. An infected ship was a ship which had a case, or had had a case, or cholera on board within 7 days of her arrival at the port, and a suspected ship was a ship which had had a

case at the time of departure or during the voyage, but had had no fresh case within 7 days of her arrival at the port. Persons from an infected ship were to be kept under observation for a period which was to be determined by the Sanitary Authority, but this period was not to exceed five days. Persons from suspected ships were to be subjected "for five days after the arrival of the ship, to supervision as regards their health". The convention laid down the measures for dealing with infected and suspected ships. For infected ships it recommended that goods, linen, clothing, bedding etc. of the crew and passengers should be disinfected and that the whole, or part, of the ship should be disinfected. For suspected ships it recommended that clothing, linen, bedding, etc., of the passengers and crew should be disinfected, but no disinfection of the ship need be carried out. For both categories, the bilge water was to be disinfected and then replaced. The convention also recommended that in each country there should be one port capable of carrying out such disinfection.

The regulations made coincided with the British idea of quarantine and the British delegation agreed to the "observation regulation" only if this was carried out in the home of the person undergoing observation by the Local Sanitary Authority. At the conference the principle of mutual aid with regard to notifying infectious diseases occurring in one country to another was stressed.

(351)

The Paris Conference of 1894 recommended arrangements for the standard sanitary regulations for pilgrims to Mecca, and sanitary regulations for the Persian Gulf. The conference dealt with cholera, and defined

suspected and infected ships and laid down the measures to be adopted for contacts from these ships. An infected ship was a ship which had a case or cases on board, or had had a case or cases within 7 days of arrival. A suspected ship was a ship which had had a case at the moment of departure but had had no further cases within 7 days of arrival. The measures to be carried out varied according to the place from which the pilgrims had come. For pilgrims from the Red Sea on infected ships, contacts were to be landed and isolated for five days. All linen, bedding, etc. was to be disinfected, and for pilgrims from suspected ships, the measures laid down were that the pilgrims were to be landed and linen, bedding etc. was to be disinfected, but the process of disinfection was not to last more than forty-eight hours. The convention afterwards issued was to remain in force for five years.

(315)

In 1896 plague appeared in Bombay and spread rapidly .

(352)

A convention which was held in Venice in 1897 considered the measures to be adopted to prevent the plague reaching Europe. The convention which was issued following the conference defined, with regard to plague, infected ship as being a ship on board which there was a case or cases of plague, or on board which a case of plague had occurred within 12 days of her arrival at the port; and a suspected ship, with regard to plague, as being a ship on board which there had been a case of plague at the time of departure, or during the voyage, but no fresh case within 12 days of her arrival at the port. It was recommended that contacts should be kept under observation and

surveillance, but the total period was not to exceed ten days according to the state of health on board, and the date of the last case on board, and that on suspected ships contacts should be kept under surveillance for ten days. On infected and suspected ships all linen, bedding, clothing, etc., of passengers and crew was to be disinfected and water on board the ship was to be disinfected and discarded.

(327)

In 1903, the French Government convened a further conference in Paris and at this conference the previous conventions were considered, and the convention issued following this conference is notable for the fact that it was the first convention which dealt with cholera and plague. The convention defined infected and suspected ships with regard to plague and cholera as:-

"Infected Ship - A ship shall be regarded as infected if there is plague or cholera on board, or if there have been one or more cases of plague or cholera on board within 7 days.

Suspected Ship - A ship shall be regarded as suspected if there have been cases of plague or cholera on board at the time of departure, or during the voyage, but no fresh case within 7 days".

The convention laid down the prescribed measures to deal with infected and suspected ships with regard to plague and cholera, and the measures laid down were:-

"Plague Infected

1. Medical inspection;
2. The sick shall immediately be disembarked and isolated;
3. The other persons must also be disembarked if possible, and either be kept under observation during a period which

shall not exceed five days and which may or may not be followed by surveillance of not more than five days' duration, or merely be subjected to surveillance during a period which shall not exceed ten days.

The period shall date from the arrival of the ship. It rests with the sanitary authority of the port, after taking into consideration the date of the last case, the condition of the ship, and the local possibilities, to take that one of these measures which seems to them preferable;

4. Such soiled linen, wearing apparel, and articles belonging to the crew and passengers as are, in the opinion of the sanitary authority, infected shall be disinfected;
5. The parts of the ship that have been occupied by persons ill with plague, or that, in the opinion of the sanitary authority, are infected, must be disinfected;
6. The rats on board must be destroyed, either before or after discharge of cargo, as quickly as possible, and, in any case, within a maximum time of forty-eight hours, and so as to avoid damage to merchandize and to the ship's plating and engines. In the case of ships in ballast, this process must be carried out as soon as possible before taking cargo".

"Plague Suspected.

Plague suspected ships shall undergo the measures specified in 1, 4 and 5 above.

In addition, the crew and passengers may be subjected to surveillance, the duration of which, dating from the arrival of the ship, shall not exceed five days. The crew may, during the same period, be prevented from leaving the

ship except on duty.

Destruction of rats on board is recommended. This process shall be carried out, either before or after discharge of cargo, as quickly as possible, and, in any case, within a maximum time of forty-eight hours, and so as to avoid damage to merchandize and to the ship's plating and engines.

In the case of ships in ballast, this process, if there be occasion for it, shall be carried out as soon as possible, and in any case, before taking cargo".

"Cholera Infected.

1. Medical inspection;
2. The sick shall be immediately disembarked and isolated;
3. The other persons must also be disembarked, if possible, and either kept under observation or subjected to surveillance during a period which shall vary with the health conditions of the ship and the date of the last case, but which shall not exceed five days reckoned from the arrival of the ship;
4. Such soiled linen, wearing apparel, and articles belonging to the crew and passengers as are, in the opinion of the sanitary authority of the port, infected shall be disinfected;
5. The parts of the ship that have been occupied by persons ill with cholera, or that the sanitary authority regard as infected, shall be disinfected.
6. The bilge-water shall be disinfected and pumped out.

The sanitary authority may order that a supply of wholesome drinking water be substituted for that stored on board.

Casting human excreta, or allowing them to pass, without preliminary disinfection, into the waters of the port may be prohibited".

"Cholera Suspected."

Cholera infected ships shall undergo the measures prescribed in 1, 4, 5 and 6 above.

The crew and passengers may be subjected to surveillance during a period which must not exceed five days reckoned from the arrival of the ship. It is recommended that the crew be prevented, during the same period, from leaving the ship except on duty".

The conference also recommended that (Article 35 of the convention) "in every country the ports open to arrival from ports infected with plague or cholera must be so equipped that healthy ships can there undergo the prescribed measures upon their arrival, and not be sent to another port for that purpose. Governments shall make known what ports in their country are open to arrivals from ports infected with plague or cholera", and in Article 36 it recommended that there should be provided in large sea-ports:-

- "(a) A properly organised port medical service and permanent medical supervision of the health conditions of crews and of the population of the port;
- (b) Suitable accommodation for the isolation of the sick and for keeping suspected persons under observation;
- (c) Bacteriological laboratories and the buildings and plant necessary for efficient disinfection;
- (d) A supply of drinking water of quality above suspicion at the disposal of the port, and a system of scavenging that offers every possible guarantee for the removal of excrement

and refuse".

Article 32 of this convention was included in order to minimise as much as possible the restrictions placed on shipping by quarantine measures. Article 32 was:-

"Ships from an infected place, that have been disinfected and have undergone adequate sanitary measures, shall not, on their arrival in another port, be subjected to these measures a second time, if no case has occurred since the disinfection was performed and if they have not called at an infected port. A ship which has merely disembarked passengers and their baggage or mails, without having been in communication with the shore, shall not be regarded as having called at the port".

The conference recognised the part played by rats in the spread of plague and it adopted the proposal which was made at Vienna in 1874 (348) to establish an International Health Office for receiving and distributing information regarding the presence of infectious diseases throughout the world. The office International d'Hygiene publique was established under an agreement drawn up in Rome in 1907, (353) and the office came into being in Paris in 1909. The cost of the installation as well as the initial expenses of working, and the upkeep of the office is met by contributions from the contracting states.

At this point it might be well to digress to mention three other organisations which distribute information regarding epidemic diseases:-

1. The Constantinople Superior Board of Health - (315) This was founded in 1838, and was an administrative body in the old Turkish Empire. It was important, and maintained a

sanitary service -

- (i) At the chief ports in the Black Sea, in the Dardanelles, and on the coast of Asia Minor.
- (ii) In the Red Sea and for the Mecca Pilgrimage.
- (iii) On the Turkio-Persian frontier and for the Shiah Pilgrimage.

It was a wealthy organisation, and derived its wealth from the high quarantine dues which it imposed. The services of this Board came to an end in 1914 at the outbreak of the First World War. Provision for its personnel was made in the Treaty of Lausanne in 1923 (354).

2. Le Conseil Sanitaire Maritime et Quarantenaire
(315)
D'Egypte.

This organisation had its headquarters in Alexandria, and was financed from the dues derived from quarantine, and by a grant from the Egyptian government. Its main function was to protect Egypt from invasion by infectious disease, not only at its sea-ports, but from countries bordering on Egypt. It had special health responsibilities in regard to the Mecca Pilgrimage and pilgrim ships. It continued to exist until 1939, when it was taken over by the Egyptian Sanitary Authorities, under the International Sanitary Convention of 1938 (355).

3. The Pan-American Sanitary Bureau - (315) This was founded in 1902, and has its headquarters in Washington. It disseminates information regarding infectious diseases to North and South America, and is complementary to the Office International d'Hygiene Publique.

Whilst dealing with organisations which distribute

knowledge regarding epidemics, an additional bureau might be mentioned. This is the Far Eastern Bureau of Health at Singapore. This commenced to function in 1925 (315) following a report to the Health Committee of the League of Nations by Dr. Norman White in 1923 (356). In his report he stated that communications regarding the presence of infectious disease between countries in the Far East were negligible, and he advocated the setting up of a bureau of information similar to the Office International d'Hygiene Publique in Paris, at Singapore. This bureau is financed by contributions from some of the Far Eastern countries and by the Rockefeller Foundation. It is complementary to the Office International d'Hygiene Publique (315).

The recommendations of the 1903 convention quickly went out of date owing to the growth of epidemiological knowledge, and a further conference was convened in Paris in 1912 to draft a new convention. This convention really established modern quarantine practice. The conference, which dealt at length with yellow fever, laid down that an area was to be regarded to be free from yellow fever if no fresh case had occurred in that area for eighteen days. It concluded that the destruction of rags and other objects was of little use in the control of yellow fever. The convention defined infected and suspected ships with regard to cholera, plague and yellow fever. The same definitions for plague and cholera as in the 1903 convention were retained, but for yellow fever, an infected ship was defined as a ship which had a case on board, or which had

had a case on board within 7 days, and a suspected ship was a ship on board which there had been a case at the time of departure, or during the voyage, but no fresh case within 7 days of arrival. The prescribed measures to be carried out for the three diseases were laid down, and these were:-

Plague.

(a) Infected Ship:-

1. Medical Inspection;
2. Removal of the sick;
3. Contacts were to be subjected to observation and surveillance, and to a period of observation followed by surveillance, provided that the total period was not more than five days from the time of arrival of the ship.
4. All linen, clothing, bedding etc. of passengers and crew which, in the opinion of the Sanitary Authority, was infected was to be disinfected, and the parts of the ship which, in the opinion of the Sanitary Authority, were infected were to be disinfected, and the Medical Officer might require the ship to be deratized before any cargo was discharged if he considered it possible, having regard to the nature of the cargo, but in any event every precaution was to be taken to prevent rats from passing from the ship to the shore.

(b) Suspected Ship:-

The same measures were to be carried out, but contacts were to be subjected only to surveillance for a period of five days from the time of arrival

of the ship.

Cholera.

(a) Infected Ship:-

1. Medical Inspection;
2. The sick were to be immediately disembarked;
3. Contacts might be kept under observation or surveillance for a period which depended on the date of the last case on board, but not for more than five days after the arrival of the ship;
4. All linen, bedding, clothing, etc. of the passengers and crew, and the parts of the ship which were infected, were to be disinfected, and if the drinking water was suspected it was to be disinfected and then discarded.

(b) Suspected Ship:-

The same measures were to be carried out, but contacts were only to be kept under surveillance for five days.

Yellow Fever.

(a) Infected Ship:-

1. Medical Examination;
2. The sick were to be immediately disembarked;
3. Contacts were to be kept under observation or surveillance for a period of six days;
4. The ship was to be moored at least two hundred metres from the shore, and measures to destroy mosquitoes were to be put into operation immediately.

(b) Suspected Ship:-

The same measures were to be employed, with the

exception that contacts were to be kept under surveillance for six days.

Article 32 of the 1903 convention had been the subject of much debate during the interval between the two conferences, and in the 1912 convention, article 37, which deals with the same subject, was worded to make it perfectly clear that ships which had undergone efficient sanitary measures in one port need not be subjected to similar measures on their arrival at another port. To quote - "Ships from an infected place that have undergone adequate sanitary measures in a port belonging to one of the countries who adhered to the convention, shall not be subjected to these measures a second time upon their arrival at a new port belonging to the same, or another, country providing that no incident calling for fresh measures has occurred in the interval and no call has been made at an infected port".

The recommendations of the 1912 convention were never put into practical use owing to the outbreak of the First World War. With the cessation of hostilities the Permanent Committee of the office International d'Hygiene Publique drafted another convention, and after a conference held in Paris in 1926 ⁽³⁴¹⁾, the convention was signed by representatives of sixty-seven countries, and afterwards ⁽³⁵⁷⁾ ratified by forty-four .

This is the convention which is still in force, although it has been modified by a subsequent International Sanitary Convention of 1944 ⁽³⁴⁶⁾, held under the aegis of the United Nations Relief and Rehabilitation Administration.

The 1926 convention is divided into five parts. Part one deals with the provisions to be observed by governments of the countries party to the convention on the appearance in their territory of plague, cholera, yellow fever, or epidemic smallpox, and the measures to be adopted against the spread of these diseases. Part two deals with the special provisions for the Suez Canal and the neighbouring countries, and part three with the special provisions regarding pilgrimages. Part four deals with the Sanitary, Maritime and Quarantine Board of Egypt, and part five with the final provisions regarding ratifications.

In the preliminary provisions to the convention, the following definitions are made -

- (1) The word observation signifies the isolation of persons, whether on board ship or at a sanitary station before they obtain free pratique.
- (2) The word surveillance means that persons are not isolated, that they receive free pratique immediately, but the authorities of the several places whither they are bound are informed of their coming and they are subjected to a medical examination with a view to ascertaining their state of health.

Articles 1 to 14 of part one of the convention, deal generally with the international code which governs application of the measures of maritime quarantine in the signatory countries. Articles 1 to 5 deal with notification, and make it obligatory for governments signing the convention to notify to the Office International d'Hygiene Publique in Paris, information regarding new outbreaks of disease, and the course that these outbreaks

have taken. This information must be sent direct to the Paris office. Article 6 deals with the measures to be adopted by governments to exterminate rats in ports, and for the examination of these rats for the presence of plague, and the results of these examinations to be sent to the Paris office. Under Article 7, the various bureaux of information - the Eastern Board of the League of Nations at Singapore, and the Pan-American Sanitary Board at Washington - are recognised. Article 8 makes compulsory notification of the "convention" diseases in each country. Article 9 recommends that neighbouring countries should keep each other informed of the presence of infectious disease, as well as notifying the Paris office. Articles 10 to 12 lay down the conditions under which the measures prescribed by the convention are applicable, or cease to be applicable, to arrivals from particular areas. Articles 13 and 14 prescribe the preventive measures which must be taken in ports to prevent exportation of infection by vessels, for preventing infected persons from travelling, controlling rats and mosquitoes, infected water and fomites. Article 15 gives a government the right, having taken into account the information which is received from the Office International d'Hygiene Publique, of determining what procedure should be applicable in its own ports to vessels arriving from any particular foreign port. This right is governed by the proviso that the measures prescribed by the convention are to be regarded as a maximum, within the limits of which governments may

regulate their action. Articles 17 to 20 deal with the disinfection of merchandise and baggage, but exempt mails. Articles 21 to 23 make special provisions with regard to immigration, and recommend pre-embarkation medical inspection of immigrants. Articles 24 to 28 deal with plague and define infected, suspected and healthy ships in relation to this disease. Similarly, cholera, yellow fever, typhus and smallpox are dealt with under Articles 29 to 34, 35 to 40, 41, 42, and 43 respectively. The definitions of infected and suspected ships with regard to these diseases, and the prescribed measures recommended are:-

" (A) - Plague.

Article 24.

Infected Ship. A ship shall be regarded as infected -

- (1) If it has a case of human plague on board;
- (2) Or if a case of human plague broke out more than six days after embarkation;
- (3) Or if plague-infected rats are found on board.

Suspected Ship. A ship shall be regarded as suspected -

- (1) If a case of human plague broke out on board in the first six days after embarkation;
- (2) Or if investigations regarding rats have shown the existence of an unusual mortality without determining the cause thereof.

Article 25.

Plague-infected ships shall undergo the following measures:-

- (1) Medical Inspection;
- (2) The sick shall immediately be disembarked and isolated;
- (3), All persons who have been in contact with the sick and

those whom the port sanitary authority have reason to consider suspect, shall be disembarked if possible. They may be subjected to observation or surveillance,* or to observation followed by surveillance, provided that the total duration of these measures does not exceed six days from the time of arrival of the ship;

It rests with the sanitary authority of the port, after taking into consideration the date of the last case, the condition of the ship and the local possibilities, to apply that one of these measures which seems to them preferable. During the same period the crew may be prevented from leaving the ship except on duty notified to the sanitary authority.

- (4) Bedding which has been used, soiled linen, wearing apparel and other articles which, in the opinion of the sanitary authority, are infected shall be disinsected and, if necessary, disinfected;
- (5) The parts of the ship which have been occupied by persons suffering from plague or which, in the opinion of the sanitary authority, are infected shall be disinsected and if necessary, disinfected.
- (6) The sanitary authority may require deratisation before the discharge of cargo if they are of the opinion, having regard to the nature of the cargo and the way in which it is loaded, that it is possible to effect a total destruction of rats before discharge. In this case, the ship may not be subjected to a new deratisation after discharge. In other cases the

complete destruction of the rodents shall be effected on board when the holds are empty. - In the case of ships in ballast, this process shall be carried out as soon as possible before taking cargo;

Deratisation shall be carried out so as to avoid, as far as possible, damage to the ship and cargo; (if any). The operation must not last longer than twenty-four hours. Any charges made in respect of these operations of deratisation and any question of compensation for damage shall be determined in accordance with the provisions of Article 18.

If a ship is to discharge a part of its cargo only, and if the port authorities consider that it is impossible to carry out complete deratisation, the said ship may remain in the port for the time required to discharge that part of its cargo, provided that all precautions, including isolation, are taken to the satisfaction of the sanitary authority to prevent rats from passing from the ship to the shore, either during unloading or otherwise.

The discharge of cargo shall be carried out under the control of the sanitary authority, who shall take all measures necessary to prevent the staff employed on this duty from becoming infected. This staff shall be subjected to observation or to surveillance for a period not exceeding six days from the time when they have ceased to work at the unloading of the ship.

* In all cases where this Convention provides for "surveillance", the sanitary authority may substitute "observation" as an exceptional measure in the case of

persons who do not offer adequate sanitary guarantees.

Persons under observation or surveillance shall give facilities for all clinical or bacteriological investigations which are considered necessary by the sanitary authority.

Article 26.

Plague-suspected ships shall undergo the measures specified in (1), (4), (5) and (6) of Article 25.

In addition, the crew and passengers may be subjected to surveillance, which shall not exceed six days from the date of arrival of the ship. The crew may be prevented during the same period from leaving the ship except on duty notified to the Sanitary Authority.

(B.) - Cholera.

Article 29.

Infected Ship. A ship shall be regarded as infected if there is a case of cholera on board, or if there has been a case of cholera during the five days previous to the arrival of the ship in port.

Suspected Ship. A ship shall be regarded as suspected if there has been a case of cholera at the time of departure or during the voyage, but no fresh case in the five days previous to arrival. The ship shall continue to be regarded as suspected until it has been subjected to the measures prescribed by this Convention.

Article 30.

Cholera Infected Ship. - In the case of cholera, infected ships shall undergo the following measures:-

(1) Medical Inspection;

- (2) The sick shall be immediately disembarked and isolated;
- (3) The crew and passengers may be disembarked and either be kept under observation or subjected to surveillance during a period not exceeding five days reckoned from the date of arrival of the ship;

However, persons who can show that they have been protected against cholera by vaccination effected within the period of the previous six months, excluding the last six days thereof, may be subjected to surveillance, but not to observation;

- (4) Bedding which has been used, soiled linen, wearing apparel and other articles, including foodstuffs, which, in the opinion of the sanitary authority of the port, have been recently contaminated, shall be disinfected;
- (5) The parts of the ship that have been occupied by persons infected with cholera or that the sanitary authority regard as infected, shall be disinfected;
- (6) Unloading shall be carried out under the supervision of the sanitary authority, which shall take all measures necessary to prevent the infection of the staff engaged in unloading. This staff shall be subjected to observation or to surveillance which may not exceed five days from the time when they ceased unloading;
- (7) When the drinking water stored on board is suspected, it shall be emptied out after disinfection and replaced, after disinfection of the tanks, by a supply of wholesome drinking water;

- (8) The sanitary authority may prohibit the emptying of water ballast in port without previous disinfection if it has been taken in at an infected port;
- (9) The emptying or discharge of human dejecta, as well as the waste waters of the ship, into the waters of the port may be forbidden, unless they have been previously disinfected.

Article 31.

Cholera Suspected Ships. - In the case of cholera, suspected ships shall undergo the measures prescribed in (1), (4), (5), (7), (8) and (9) of Article 30.

The crew and passengers may be subjected to surveillance during a period which shall not exceed five days reckoned from the date of arrival of the ship. It is recommended that the crew be prevented during the same period from leaving the ship except on duty notified to the sanitary authority.

(C.) - Yellow Fever.

Article 35.

Infected Ship. A ship shall be regarded as infected if there is a case of yellow fever on board, or if there was one at the time of departure or during the voyage.

Suspected Ship. A ship shall be regarded as suspected if, having had no case of yellow fever, it arrives after a voyage of less than six days from an infected port or from a port in close relation with an endemic centre of yellow fever, or it arrives after a voyage of more than six days and there is reason to believe that it may transport adult stegomyia (*Aedes Aegypti*) emanating from the said port.

Article 36.

Yellow Fever Infected Ships. - Ships infected with yellow fever shall undergo the following measures:-

- (1) Medical inspection;
- (2) The sick shall be disembarked, and those of them whose illness has not lasted more than five days shall be isolated in such a manner as to prevent infection of mosquitoes;
- (3) The other persons who disembark shall be kept under observation or surveillance during a period which shall not exceed six days reckoned from the time of disembarkation;
- (4) The ship shall be moored at least 200 metres from the inhabited shore and at such a distance from the harbour boats (pontoons) as will render the access of stegomyia improbable;
- (5) The destruction of mosquitoes in all phases of growth shall be carried out on board, as far as possible before discharge of cargo. If discharge is carried out before the destruction of mosquitoes, the personnel employed shall be subjected to observation or to surveillance for a period not exceeding six days from the time when they ceased unloading.

Article 37.

Yellow Fever Suspected Ships. - Ships suspected of yellow fever may be subjected to the measures specified in (1), (3), (4) and (5) of Article 36.

Nevertheless, if the voyage has lasted less than six days and if the ship fulfils the conditions specified in

paragraphs (a) or (b) of Article 35 relating to healthy ships, the ship shall be subjected only to the measures prescribed by Article 36 (1) and (3) and to fumigation.

When thirty days have been completed after the departure of the ship from the infected port, and no case has occurred during the voyage, the ship may be granted free pratique subject to preliminary fumigation should the sanitary authority consider this to be necessary.

(D.) - Typhus.

Article 41.

Ships which, during the voyage have had, or at the time of their arrival, have, a case of typhus on board, may be subjected to the following measures:-

- (1) Medical inspection;
- (2) The sick shall immediately be disembarked, isolated and deloused.
- (3) Other persons reasonably suspected to harbour lice, or to have been exposed to infection, shall also be deloused, and may be subjected to surveillance during a period which shall be specified, but which in any event should never exceed twelve days, reckoned from the date of delousing.
- (4) Bedding which has been used, linen, wearing apparel and other articles which the sanitary authority consider to be infected shall be disinfected.
- (5) The parts of the ship which have been occupied by persons ill with typhus and which the sanitary authority regard as infected, shall be disinfected.

(E.) - Smallpox.Article 42.

Ships which have had, or have a case of smallpox on board either during the voyage or at the time of arrival may be subjected to the following measures:-

- (1) Medical inspection;
- (2) The sick shall immediately be disembarked and isolated;
- (3) Other persons reasonably suspected to have been exposed to infection on board, and who, in the opinion of the sanitary authority, are not sufficiently protected by recent vaccination, or by a previous attack of smallpox, may be subjected to vaccination or to surveillance, or to vaccination followed by surveillance, the period of surveillance being specified according to the circumstances, but in any event not exceeding fourteen days, reckoned from the date of arrival of the ship.
- (4) Bedding which has been used, soiled linen, wearing apparel and other articles which the sanitary authority consider to have been recently infected shall be disinfected.
- (5) Only the parts of the ship which have been occupied by persons ill with smallpox and which the sanitary authority regard as infected shall be disinfected".

Articles 44 to 48 deal with the general quarantine procedure and define the responsibility of the Master and the Ship's Surgeon to answer questions regarding the presence of diseases on board. Article 47, which deals with a ship from an infected port which has been subjected to the

prescribed measures, repeats the recommendation of Article 42 of the 1912 convention, and is -

"Ships arriving from an infected area which have been subjected to sufficient sanitary measures, to the satisfaction of the sanitary authority, shall not be subjected to these measures again on their arrival at a new port, whether belonging to the same country or not, unless since their departure some incident has occurred which requires the application of the sanitary measures set out above, and unless they have called at an infected port, otherwise than for taking in fuel".

Articles 49 to 57 are general provisions dealing with the issue of Bills of Health and the adequate sanitary equipment required at ports. Articles 55 to 66 deal with land frontiers, railways and river-ways.

(357)

This convention was ratified by Britain in 1928 , but new developments were taking place. Alcock and Brown (358) had flown the Atlantic in 1919 , and in November 1919 (359) Ross Smith and Keith Smith flew from England to Australia. Air travel was becoming more and more safe and popular, and it was soon apparent that some new code would require to be drawn up for aerial navigation. The Office International d'Hygiene Publique, in consultation with the International Commission on Air Navigation, drafted the text of an Aerial Convention, and in 1931 (360) the draft convention was prepared and circulated to all governments, and a final draft of the text of the convention was formally printed by the Permanent Committee of the Office International d'Hygiene Publique in 1932. The convention was ratified by ten

(361) countries and came into force in 1933 (362) but has not been adhered to by the governments of Brazil, Bolivia, Chile or the United States (361). The convention deals with the five 'convention' diseases - plague, cholera, yellow fever, typhus and smallpox, and lays down prescribed measures which are to be regarded as the maximum precautionary measures to deal with the spread of the convention diseases. The convention deals with yellow fever at length, and includes provision in yellow fever areas of anti-amaryl aerodromes, where mosquitoes and personal contact risks have been remedied. Passengers leaving infected areas must remain in this area, or in certain other approved areas, six days before departure. Bills of Health are no longer required.

(355)
A further convention was held in Paris in 1938. This made certain modifications to the 1926 Convention, and dealt mainly with the special provisions for ships from infected northern ports on their arrival at the Suez Canal. This convention also abolished Le Conseil Sanitaire Maritime et Quarantenaire D'Egypte, and transferred its powers to the Egyptian Sanitary Authorities.

In November 1943, at Washington in the United States, an agreement establishing the United Nations Relief and Rehabilitation Administration, usually known as UNRRA, was signed (347) and a commission (363) was authorised by UNRRA to examine the existing sanitary conventions and to make any amendments necessary, bearing in mind that these arrangements were to be of an emergency nature and were not to be regarded as permanent. This committee drew up two

amending conventions - one to cover maritime quarantine ,
(364) and the other, aerial . The drafts were circulated to the various governments concerned, and amended and signed by the governments. The conventions came into operation in January 1945. As the Office International d'Hygiene Publique in Paris was not functioning, UNRRA became the international body for administering the conventions.

Article 2 of the new International Sanitary convention defines the term "surveillance" as meaning "persons are not isolated and they may move about freely, but the sanitary authorities of the place or places to which they are proceeding are notified of their coming. They may be subjected in the places of arrival to a medical examination and such enquiries as are necessary with a view to ascertaining their state of health; and in any territory where the competent contracting party thinks fit, surveillance may include requirial to report on arrival, and afterwards at such intervals during continuance of surveillance as may be specified by the Health Officer of the city, town, district, or place to which they proceed".

Article 3 defines the term "typhus fever or exanthematous typhus" to relate only to epidemic louse borne typhus, and the Stegomyia, Stegomyia (Aedes Aegypti) or Stegomyia Calopus (Aedes Aegypti), to include Aedes Aegypti and any potential mosquito vectors of yellow fever. Article 4 extends the scope of the convention to include the exchange of epidemiological information, additional to that required for the convention diseases, i.e., where there were outbreaks of communicable diseases

in a country, notice to that effect should be transmitted to UNRRA. Article 7 gives health authorities at ports powers to prohibit the embarkation of persons suffering from other communicable diseases, in addition to the convention diseases. Article 9 amends the foot-note to Article 25 of the 1926 Regulations and substitutes for it, the following:-

"In all cases where this convention provides for surveillance, surveillance may not be replaced by observation except -

- (a) In circumstances in which it would not be practicable to carry out surveillance with sufficient thoroughness; or
- (b) If the risk of the introduction of infection into the country is considered to be exceptionally serious; or
- (c) If the person who would be subject to surveillance cannot furnish adequate sanitary guarantees.

Persons under observation or surveillance shall submit themselves to any examination which the competent authority may consider necessary".

Article 11 recognises the efficacy of inoculation against yellow fever, and Article 12, the value of insecticides. Article 13 gives the Medical Officer additional powers with regard to smallpox contacts. The Article states -

"Other persons reasonably suspected to have been exposed to infection on board and who, in the opinion of the Sanitary Authority are not sufficiently protected by vaccination or by a previous attack of smallpox, may be

subjected to vaccination or to observation, or to surveillance, or to vaccination followed by observation or surveillance, the period of observation or surveillance being specified according to the circumstances, but, in any event, not exceeding fourteen days, reckoned from the date of arrival of the ship". Article 13 also defines recent vaccination as being "Successful vaccination not more than three years or less than fourteen days previously, or evidence of immune reaction". Article 15 recommends the abolition of Bills of Health and Consular Visas.

In the Aerial Convention, the Pilot of an aircraft must present a Declaration of Health similar to that presented by the Master of a Ship, and passengers must make a personal declaration of origin and health. With regard to yellow fever complete reliance is placed on inoculation against this disease, and persons holding a valid anti-yellow fever certificate are exempt from quarantine restrictions on account of yellow fever. The provisions for the anti-amaryl aerodromes were abolished, as they were found in practice to be useless, but certain obligations are placed upon authorities to keep aerodromes as free as possible from mosquitoes.

The conventions shall remain in force as to each Contracting Party until either -

- (1) such Party become bound by a further Convention amending or superceding the 1926 Convention, or
- (2) the expiration of eighteen months from the date on which the present Convention enters into force, whichever shall be earlier.

DISCUSSION AND RECOMMENDATIONS.

The measures to prevent the importation of infectious disease have been greatly modified since the passing of the first Quarantine Act. This is due partly to a better knowledge of the cause of infectious disease, partly to advances in the field of epidemiology, partly to the lessening of the risk of infectious diseases arriving in this country (vaccination, inoculation against typhus, yellow fever, etc.) and partly to an all round improvement in the sanitary conditions both afloat and ashore.

The report of the Local Government Board of 1849 was a turning point in quarantine practice, and with international co-operation, and especially the system whereby each country notifies the Office International d'Hygiene Publique of the presence of the major infectious diseases within their country, the risk of epidemics becoming pandemic has decreased.

The International Sanitary Convention of 1926 has been a very solid foundation stone on which much and excellent national legislation has been passed in countries throughout the world. Some difficulty did, however, arise in the interpretation of the regulations on Port Sanitary Administration passed in this country subsequent to the International Sanitary Convention of 1926. An example of this was - In the Port Sanitary Regulations of 1933, Article 30 (1) (f), which dealt with the powers and duties of the Medical Officer and other officers, stated that the Medical Officer, when dealing with any person who was suffering from infectious disease, or persons on board a

ship who had been exposed to infection from infectious disease during the voyage of the ship or during a period of three weeks immediately preceding the arrival of the ship, might "prohibit any such person from leaving the ship, or from leaving the ship save upon such specified conditions as appear to the Medical Officer to be reasonably necessary to prevent the spread of infection in the district or elsewhere". How long a Port Medical Officer could prohibit any person from leaving the ship was in doubt.

In a "Memorandum on the administration of a recent instance of ship-borne smallpox, "Sir Alexander Macgregor (365) stated -

"A troopship from North Africa arrived in the Clyde Estuary off Greenock on 24th. November 1943 with a case of confluent smallpox on board, a soldier, aged 23, who had embarked on 10th. November. He had sickened on 15th. November and had been admitted to the ship's hospital next day, and was diagnosed smallpox on the 19th. November, thereafter being isolated in one of the cabins adjacent to the hospital. This cabin entered from an alley-way with access to it through the ship's hospital. The patient's vaccination history was that he had been vaccinated unsuccessfully on 5th. August 1942, this being his first vaccination. The ship had a crew of about 200, along with 148 other personnel, and carried a full complement of passengers, namely 3,100 troops and about 400 marine survivors, comprising Dutch, Javanese, British, along with other details.

When the case occurred there was only sufficient

lymph on board to vaccinate about 100 of the immediate contacts. On its arrival, the ship was detained in the Firth and arrangements made to inspect and vaccinate everyone on board. This procedure was completed on 24th. November, the date of the arrival of the ship. It was obvious, however, that vaccination at that stage would confer insufficient protection on any susceptible persons who might have been exposed to infection during the earlier period of the patient's illness. The ship was full to capacity as a troopship. The following measures to deal with the ship were adopted:-

- (1) The ship was detained at its anchorage and not permitted to proceed to its original destination, the harbour at Glasgow.
- (2) The troops were disembarked on 26th. November, after re-inspection, proceeding to various camps throughout the country, appropriate instructions for surveillance, to end on 8th. December, being issued by the army authorities. The permanent military staff of the ship (nine in number) who were located on a different deck and who were unlikely to have come into contact with the patient, were allowed home. Their addresses and the location of the camps to which the troops proceeded were notified to the respective health authorities of the district.
- (3) All others were kept on board, including (a) a group of 39 Servicemen whose previous vaccinations were judged to be unsatisfactory by the inspecting medical officers, (b) the 42 inmates of the ship's hospital, (c) the marine survivors, and (d) the ship's crew.

(4) Finally, on 27th. and 29th. November, those in group (b) above were removed to hospital ashore, while those in groups (a) and (c) were transferred to a camp in the country provided by the military authorities, where they were detained under observation until 8th. December, i.e., fourteen days after the case of smallpox was removed from the ship. The reason for clearing the ship of all except the crew was to enable the vessel to proceed to sea; none of the crew was allowed ashore before the ship sailed".

In his memorandum, Sir Alexander Macgregor stated that these precautions amounted to a frank imposition of quarantine, and he concluded by saying -

"There is no precedent in recent times for the policy of quarantine adopted. The steps to be taken on the arrival of a ship at a port are embodied in the Port Sanitary Regulations, 1933, as agreed at the International Sanitary Convention of Paris in 1926, under which those on board are vaccinated and allowed to proceed to their destinations, surveillance there being the duty of the local health authority. This has been the invariable practice hitherto at all ports in this country. I am, however, advised on the legal authority of the Town Clerk that the regulations themselves as drafted can be interpreted as giving wider discretionary powers to the port health authority. I have stated above the reasons for the administrative decisions that were reached in this case, the general consideration being that the outlook when the ship arrived was full of uncertainties, although,

fortunately no further case has arisen so far as I am aware. Nevertheless, the circumstances appeared to justify the restrictions which were placed on the movements of the ship and its complement so as to avoid the risk of a too free dispersal of sources of infection among a highly susceptible population, especially in time of war".

In 1945, three ships arrived at Glasgow which had had a case of smallpox on board. Details of these were:-

1. The s.s. "Queen of Bermuda" arrived at the Anchorage on 20th. February, from Bombay, and Mediterranean ports, leaving Bombay on 17th. January. At Suez, on 25th. January, one of the R.A.F. personnel was removed to hospital with modified smallpox, the date of sickening being 19th. January. All personnel on board were vaccinated by 26th. January. The ship left Port Tewfik on 31st. January and arrived at Port Said on 1st. February, remained there until 7th. and arrived at Algiers on 11th. February. She left Algiers on 12th., arriving at Gibraltar on 13th., and sailed on the 14th. February. At Port Tewfik the hospital was disinfected and all bedding and personal gear belonging to the patient were destroyed.
2. The s.s. "Felix Roussel" arrived at the Clyde on 12th. March, having left Bombay on 7th. February. A case of smallpox was diagnosed on board on 26th. February at Port Said, and the case was removed there. Complete disinfection of the ship was carried out, and vaccination of all personnel on board was completed by the 27th. February.
3. The s.s. "Maloja" arrived at the Clyde on 12th. March from India via the Mediterranean. She left Bombay on

7th. February and at Port Said, on 20th. February, three passengers were removed suffering from smallpox. The ship was disinfected and on 21st. February all persons were vaccinated. The ship left Port Said on 28th. February, arrived at Gibraltar on 5th. March and left on 6th. March.

On board these ships on arrival at Glasgow, disinfection and vaccination of all personnel on board was carried out. Notification was also made to all Medical Officers of Health of areas to which the passengers were proceeding. The authority for carrying out the measures described on all four ships was thought to be contained in Article 30 (1) (f), but this is hardly true for the following reasons:-

1. The International Sanitary Convention, of which Great Britain is a signatory, was designed to prevent hindrance and obstruction of shipping as well as hardship to individuals (amongst other measures), limiting as far as possible the employment of a system of quarantining contacts. With this object, it sets out the maximum measures which are to be taken at ports on board ships affected by one of the major epidemic diseases, and in relation to contacts, distinguishes between "observation" meaning isolation on the ship or at a sanitary station, and "surveillance", i.e. the granting to the persons concerned of free pratique subject to the authorities of their areas of destination being informed and enabled to examine their state of health as may be necessary. The articles of the convention are detailed in the case of each disease. They do not provide for "observation"

alternately to "surveillance" in the case of either smallpox contacts or typhus contacts. There is, it is true, a footnote in the convention that observation may "as an exceptional measure" be substituted for surveillance, in the case of persons "who do not offer adequate sanitary guarantees"; but even apart from the implications of "exceptional measure", failure to offer ordinary sanitary guarantees can scarcely arise where there is the assurance of a close medical watch such as is provided by the efficient Public Health Administration of this country.

2. The Port Sanitary Regulations of 1933 were intended to implement the International Sanitary Convention as well as to amend and consolidate the regulations in force for the prevention of epidemic diseases. They set out in detail the measures which may be taken on the arrival of a ship affected by one of the five "convention" diseases, and deal in detail with the sick and with contacts. To utilise a subsidiary article of the regulations, not specially in relation to these diseases, for the purpose of introducing a system which the Convention aimed at eliminating, or alternatively, to amend the regulations with the object of introducing such a system would be tantamount to a breach of the Convention.

3. Great Britain, with its vital shipping interests, should be the last country to seek departure even implicitly, from the Convention which it did so much to promote and in the administration of which it has taken a leading part. British action of this kind might well encourage other countries in any restrictive measures they might wish to take in conflict

with the convention, and with detriment to British people and shipping. Moreover, even if it be suggested that hindrance to shipping, at least in home ports, could be avoided by taking direct power to isolate contacts on land, leaving the personnel of the ship to take it on its way, the whole notion of mass isolation of healthy people is retrograde. If fresh cases were to occur amongst them, is the quarantining to be indefinitely prolonged? In what sort of detention accommodation, if their numbers are large, would they be held and kept reasonably contented? Experience of the present system over a long term of years affords no justification for ceasing to rely on the present system of surveillance by local Medical Officers of Health.

4. On the reference to Article 30 (1) (f) of the Port Sanitary Regulations, it is quite clear that its authors never intended it as a peg for the re-introduction of a quarantine system. The question whether the Article could possibly be legally construed as giving the Medical Officer of Health the powers suggested by the Town Clerk of Glasgow, in relation to the 'convention' diseases, is a matter for legal opinion; but it may be relevant to point out that in the case of a ship "infected" or "suspected" in relation to one of the five 'convention' diseases, Article 12 of the regulations requires specified measures (or such of them as are appropriate) to be carried out, the specified measures in the case of plague, cholera, typhus and smallpox being set out in the Fourth Schedule to the Regulations. These measures are carefully drawn and vary for the different diseases. Thus in the case of cholera they provide for

persons other than the sick to be either isolated or placed under surveillance, with however a definite prohibition against the isolation of persons vaccinated against cholera within the last six months. In the case of smallpox, only surveillance can, under the Schedule be imposed on persons other than the sick. In relation to cholera, it may be pointed out, that quarantining of the contacts would be in direct conflict with the Fourth Schedule of the Regulations.

5. It should also be noted that the first Article (Article 29) in the portion of the regulations (Articles 29 to 31) entitled "Powers and duties of Medical Officer and other Officers" commences "For the purpose of these Regulations". In relation to the 'convention' diseases, where the measures to be taken are set out in the main portion of the regulations, it is suggested that the provisions of these articles are designed to give the Medical Officers full powers within the limits imposed by the Articles and Schedule relating to these diseases, but not to frustrate those Articles and Schedule. It may be noted also that while Article 31 enables the Medical Officer of Health to cause a person on board a ship who appears to be suffering from an infectious disease to be removed to a hospital, or, if unfit to be removed, to be detained on the ship, it does not give him power to cause a mere contact to be so removed. If it was intended to give the latter power under the regulations, it would have been given direct in Article 31, and not indirectly under Article 30 (1) (f).

6. Finally, Article 12, which deals with infected or suspected ships or other ships which may be unhealthy,

states that "in any of the cases hereunder specified, the Master of a ship arriving in a district shall cause the ship to be taken to a mooring station, unless the Medical Officer or other authorised officer of the Port Authority allows the ship to be isolated at its place of mooring, discharge or loading, or otherwise directs. That is to say, where -

(a) The ship is an infected or suspected ship, or has a case of typhus fever or smallpox on board; or

(b) During the voyage (or where the voyage has lasted more than six weeks, during the last six weeks

(1) there has been on the ship a case, or suspected case of plague, cholera, yellow fever, typhus fever,

or smallpox; or (2) plague has occurred or been suspected among the rats or mice on the ship; or

(3) sickness or death, not attributable to poison, has occurred among the rats or mice on the ship;

and the ship has not since any such condition supervened been subjected to the prescribed measures".

The prescribed measures for smallpox, as laid down in the Fourth Schedule of the Port Sanitary Regulations, require, among other things, that "any person reasonably suspected by the Medical Officer to have been exposed to infection on board ship be offered vaccination unless, in the opinion of the Medical Officer, the person is sufficiently protected by recent vaccination or by a previous attack of smallpox. Every such person shall be placed under surveillance for a period not exceeding fourteen days after the date of the arrival of the ship". In the case of the "Queen of Bermuda", the "Majaja" and the "Felix

Roussel" certain of the prescribed measures, such as disinfection, vaccination and medical inspection, had been carried out, but it was impossible for the Medical Officers in the Middle East to notify out contacts to Medical Officers in Great Britain. But, however, they did complete certain of the prescribed measures, and whether it was correct for the Glasgow authorities to carry out again the measures adopted by the Medical Officers at the ports where the cases were landed is very doubtful.

Article 47 of the International Sanitary Convention states that "ships arriving from an infected area, which have been subjected to sufficient sanitary measures to the satisfaction of the Sanitary Authority, shall not be subjected to these measures again on their arrival at a new port, whether belonging to the same country or not, unless since their departure some incident has occurred which requires the application of the sanitary measures set out above, and unless they have called at an infected port otherwise than for taking in fuel". The ports at which the disinfection, vaccination and other sanitary measures had been carried out, were "suitably equipped ports", i.e. "A port, which in relation to any disease, has been notified to the Office International d'Hygiene Publique as possessing the necessary organisation and equipment for dealing with that disease".

That the meaning of Article 30 (1) (f) was not absolutely clear was recognised in the Port Health Amendment Regulations of 1945. Section 7 (1) clarifies the meaning of Article 30 (1) (f) of the Principal Regulations, and under section 7 (2), a new paragraph is added to the

Principal Regulations which give effect to Article 8 of the new Convention, and is to the effect that a Medical Officer shall not require a ship to be used for purposes of isolation unless isolation can be effected without delaying the movements of the ship. The new regulations of 1945 are an advance in quarantine procedure, and points which have been subjects of controversy have been clarified. For instance, the definition of "surveillance" has been enlarged, and the responsibility for the Medical Officer of Health making contact with contacts has been altered so that the responsibility is placed upon the contact of contacting the Medical Officer of Health. "Recent vaccination" has been clearly defined as to mean vaccination not more than three years or less than fourteen days previous, or evidence of an immune reaction, ⁽³⁶⁶⁾ but unfortunately, immune reactions cannot be standardised. With regard to smallpox, the Medical Officer now has powers to keep under observation persons whom he does not think sufficiently protected by recent vaccination.

With regard to the International Sanitary Convention for Aerial Navigation of 1944, a definite step in the right direction has been taken by imposing upon the commander of an aircraft arriving, the necessity of completing a Declaration of Health, and of making passengers complete a "personal declaration of origin and health". The new convention places complete reliance on inoculation against yellow fever, and abolishes the old idea of malarial zones. UNRRA, which for the time being is the international body for administering the convention, is made responsible for

defining epidemic yellow fever areas, in consultation with the governments concerned. It should be noted, however, that the International Sanitary Convention of 1944, and the International Aerial Convention of the same date, have a time limit imposed upon them, the time limit being eighteen months from the date of signing. Whether new conventions will then be drawn up, and what form they will take, no-one can say, but should there be a convention, the British delegates might well consider the abolition of the boarding of ships by Medical Officers even although the ship comes from an infected port. Provided an efficient system of wireless communication is evolved, there would appear to be no reason why a Medical Officer should visit a ship no matter where she arrives from, provided the Master has radiod that he has no infectious disease on board and that he desires free pratique. In the past, much valuable time has been wasted by Medical Officers visiting ships from infected ports which have already been visited by Sanitary Inspectors of the Port Health Authority, and to which H.M. Customs have given pratique. Often, by the time the Medical Officer arrived, the ship was discharging, the crew were paying off, and if the Medical Officer desired to carry out a medical inspection of the crew, a state of confusion resulted. The days of the necessity of having out-post boarding stations for ports are rapidly drawing to a close. If the Master of a ship radios that he desires free pratique there is no necessity for Authorised Officers of Medical Officers boarding in midstream, asking a few hurried questions while the ship is racing for the tide, and then authorising the Customs to

issue pratique. These duties could quite easily be performed when the ship ties up at her berth. Should a signal be received from a ship stating that there is on board infectious disease, the same procedure would apply. There is no necessity for mooring stations within dock areas as, once the ship has been subjected to the prescribed measures, the work of unloading could go on in the berth originally allocated to her within the dock, thus diminishing delay in the turn round of the ship. The duties at present carried out by Boarding Inspectors could quite easily be carried out by the Sanitary Inspectors within the dock area without loss of efficiency.

These duties could easily be carried out by Port Health Authorities with a slight rearrangement of the duties of the Sanitary Inspectors. Any cases of infectious disease would be removed to hospital under local arrangements made by the local Medical Officer of the Central Port Health Organisation. Should a ship with many passengers arrive, having or having had one of the 'convention' diseases on board, the Port Medical Officer could call upon his augmented staff to deal with the emergency. The "augmented staff" would consist of the Medical Officers of the Port Health Authority engaged on routine medical examination of seamen, and the additional Sanitary Inspectors required for the various additional duties to be assumed by the Port Health Authority.

To deal with aircraft, it would be necessary for the Central Port Health Authority to define areas over which the Regional Port Authority dealing with ships would also be responsible. The airports could be covered by Sanitary

Inspectors, who would clear the passengers and issue warning cards to them. Should a major infection arrive on board an aeroplane, medical aid could be summoned and the case and passengers dealt with without any great delay.

BIBLIOGRAPHY.

- 1 House of Commons, Commissioners, etc.
Reports, 1899. Sess. vol. LXXXVII.
cmd. 9265.
- 2 Home, W.E. (1922). Merchant Seamen -
Their Diseases and Their Welfare Needs.
John Murray, London.
- 3 6 Edw. 7 c.48.
- 4 Jones, J.H. (1915). Journal of Royal
Sanitary Institute, 36.124.
- 5 Buchanan, G.S. (1934). Lancet I.935.
- 6 Treaty Series, Number 8/1893, 4/1894,
8/1899, 6/1900, 27/1907. H.M. Stationery
Office.
- 7 Allison, R.S. (1942). Sea Diseases.
John Bale, Medical Publications Ltd., London.
- 8 Froude, J.A. (1895). English Seamen of the
16th. Century. Longman's, London.
- 9 Cockburn, W. (1736). Sea Diseases, Third
Edition, London.
- 10 Fletcher, C. (1786). A Maritime State
Considered as to the Health of Seamen. Dublin.
- 11 7 & 8 Vict. c.112.

- 12 17 & 18 Vict. c.104.
- 13 30 & 31 Vict. c.124.
- 14 57 & 58 Vict. c.60.
- 15 Collingridge, W. (1894). Lancet I.1111
- 16 S.R. & O. 1939, No. 1859. H.M. Stationery Office.
- 17 S.R. & O. 1945, No. 1540. H.M. Stationery Office.
- 18 S.R. & O. 1946, No. 891. H.M. Stationery Office.
- 19 Tite, L.H. (1945). Personal communication.
- 20 Report 4. Food and Catering. Maritime Preparatory Technical Conference, International Labour Organisation, Copenhagen, November 1945. International Labour Office, Montreal.
- 21 International Seafarers' Charter, 1944. Co-operative Printing Society, London.
- 22 J.M.C. 13/2 (8) /20. International Labour Office, Montreal, 1944.
- 23 Report 4. Food and Catering on Board Ship. 28th. Session, International Labour Conference, Seattle, 1946. Seattle Printing & Publishing Company.

- 24 Provisional Record Nos. 11, 12 & 16.
28th. Session, International Labour
Conference, Seattle, 1946. Seattle
Printing & Publishing Company.
- 25 Supplement No. 1 of the 1937 Instructions
as to the Survey of Masters and Crew Spaces.
H.M. Stationery Office, 1946.
- 26 7 & 8 W.3 c.21
- 27 4 & 5 W.4 c.52
- 28 House of Commons, Commissioners, etc. Reports
1847-8. Sess. Vol. XXVIII. cmd.931, p.439.
- 29 14 & 15 Vict. c.102.
- 30 Recent Legislation Concerning Merchant Ships
and Seamen. cmd.1398. H.M. Stationery
Office. 1876.
- 31 Parliamentary Reports, 1860. No. 530
Paras. 6375, 6376, 6377, 6378, 6379.
- 32 Parliamentary Reports, 1860. No. 530
Paras. 2866, 2895, 2978, 2995, 3010-15,
3019, 3020, 3023-30.
- 33 1 & 2 G.5 c.55
- 34 House of Commons, Commissioners, etc.
Reports, 1916. Sess. Vol. XLV, p.25.

House of Commons, Commissioners, etc.

Reports, 1916. Sess. Vol. XIV, p.65.

House of Commons, Commissioners, etc.

Reports 1917-18. Sess. Vol. XVII, p.395.

35 7 & 8 G.5 c.62.

36 Report of Governing Body of the Seamen's
Pension Fund, 1912-1922. Vail & Company
London.

37 S.R. & O. 1922, No. 735. H.M. Stationery
Office.

38 10 & 11 G.5 c.10.

39 15 & 16 G.5 c.70.

40 See Annual Reports of Governing Body of the
Seamen's Pension Fund, 1922 to 1945.

41 Report of Governing Body of Royal Seamen's
Pension Fund, 1942.

42 Report of Governing Body of Royal Seamen's
Pension Fund, 1941.

43 Report of Governing Body of Royal Seamen's
Pension Fund, 1944.

44 Insurance Volume of the Economic and Social
History of the World War (British series),
p.37-41. Oxford University Press, 1927.

- 45 Heyne, V.D. (1946). Personal communication.
- 46 S.R. & O. 1916, No. 395. H.M. Stationery
Office.
- 47 S.R. & O. 1915, No. 555. H.M. Stationery
Office.
- 48 6 Edw. 7 c.58.
- 49 (a) Cunard White Star Company, Ltd.
(b) Royal Mail Lines Ltd.
(c) Orient Line to Australia.
- 50 (a) P. Henderson & Co.
(b) H. Hogarth & Sons.
(c) Burns & Laird Lines, Ltd.
- 51 National Maritime Board Year Book, 1937.
Perry & Routleff, England.
- 52 17 & 18 G.5 c.41.
- 53 1 & 2 G.6 c.4
- 54 2 & 3 G.6 c.83
- 55 5 & 6 G.6 c.26
- 56 S.R. & O. 1944, No. 453. H.M. Stationery
Office.
- 57 S.R. & O. 1941, No. 225. H.M. Stationery
Office.

- 58 S.R. & O. 1942, No. 2259. H.M. Stationery
Office.
- 59 S.R. & O. 1944, No. 1175. H.M. Stationery
Office.
- 60 (a) 15 & 16 G.5 c.84
(b) 16 & 17 G.5 c.42
(c) 21 & 22 G.5 c.18
(d) 1 & 2 G.6 c.27
(e) 4 & 5 G.6 c.39
(f) 6 & 7 G.6 c.6
(g) 6 & 7 G.6 c.49
- 61 26 G.5 and 1 Edw. 8 c.32
- 62 7 & 8 G.6 c.10.
- 63 S.R. & O. 1945, No. 1570. H.M. Stationery
Office.
- 64 S.R. & O. 1946, No. 236 H.M. Stationery
Office.
- 65 S.R. & O. 1946, No. 1258. H.M. Stationery
Office.
- 66 13 & 14 G.5 c.40.
- 67 National Maritime Board Year Book, 1942
Perry & Routleff, England.
- 68 S.R. & O. 1941, No. 634. H.M. Stationery
Office.

- 69 (a) S.R. & O. 1942, No. 1641 H.M. Stationery
Office.
(b) S.R. & O. 1942, No. 2267, H.M. Stationery
Office.
- 70 43 & 44 Vict. c.42
- 71 60 & 61 Vict. c.37
- 72 63 & 64 Vict. c.22
- 73 (a) 13 & 14 G.5 c.42.
(b) 15 & 16 G.5 c.84
(c) 16 & 17 G.5 c.42
(d) 21 & 22 G.5 c.18
(e) 1 & 2 G.6 c.27
(f) 4 & 5 G.6 c.39
(g) 6 & 7 G.6 c.6
(h) 6 & 7 G.6 c.49
- 74 4 & 5 G.6 c.39
- 75 15 & 16 G.5 c.84
- 76 4 & 5 G.6 c.11
- 77 9 & 10 G.6 c.62
- 78 8 Edw. 7 c.40
- 79 (a) 4 & 5 W.4 c.76
(b) 19 & 20 G.5 c.17
- 80 (a) 3 & 4 G.5 c.37
(b) 5 & 6 G.5 c.29

(c) 7 & 8 G.5 c.15
(d) 7 & 8 G.5 c.62
(e) 8 & 9 G.5 c.58
(f) 9 & 10 G.5 c.20
(g) 9 & 10 G.5 c.36
(h) 10 & 11 G.5 c.10
(i) 11 & 12 G.5 c.25
(j) 11 & 12 G.5 c.66
(k) 14 & 15 G.5 c.38
(l) 18 & 19 G.5 c.14
(m) 21 & 22 G.5 c.5
(n) 22 & 23 G.5 c.6
(o) 22 & 23 G.5 c.32
(p) 25 & 26 G.5 c.44
(q) 1 Edw. 8 and 1 G.6 c.24
(r) 1 & 2 G.6 c.14
(s) 2 & 3 G.6 c.84
(t) 4 & 5 G.6 c.39

81 26 G.5 and 1 Edw. 8 c.32

82 S.R. & O. 1945, No. 316. H.M. Stationery
Office.

83 M.O.W.T. Notice, M.246.

84 ... (a) 11 & 12 G.5 c.1
(b) 11 & 12 G.5 c.15
(c) 12 & 13 G.5 c.7
(d) 12 & 13 G.5 c.30
(e) 13 & 14 G.5 c.2

- (f) 14 & 15 G.5 c.1
- (g) 14 & 15 G.5 c.6
- (h) 15 & 16 G.5 c.69
- (i) 16 & 17 G.5 c.12
- (j) 19 & 20 G.5 c.1
- (k) 19 & 20 G.5 c.19
- (l) 20 & 21 G.5 c.3
- (m) 20 & 21 G.5 c.16.
- (n) 21 & 22 G.5 c.8
- (o) 21 & 22 G.5 c.36
- (p) 24 & 25 G.5 c.29
- (q) 25 & 26 G.5 c.8
- (r) 25 & 26 G.5 c.22
- (s) 25 & 26 G.5 c.33
- (t) 26 G.5 and 1 Edw. 8 c.7
- (u) 26 G.5 and 1 Edw. 8 c.13
- (v) 1 Edw. 8 and 1 G.6 c.16
- (w) 1 & 2 G.6 c.8
- (x) 2 & 3 G.6 c.29
- (y) 2 & 3 G.6 c.93
- (z) 3 & 4 G.6 c.44
- (aa) 7 & 8 G.6 c.42

85 House of Commons, Commissioners, etc.
Reports, 1919. Sess. Vol. 30 to 31,
cmd. 305, p.201.

86 10 & 11 G.5 c.30.

87 (a) 10 & 11 G.5 c.30
(b) 11 & 12 G.5 c.1
(c) 11 & 12 G.5 c.15
(d) 12 & 13 G.5 c.7
(e) 12 & 13 G.5 c.30
(f) 13 & 14 G.5 c.2
(g) 14 & 15 G.5 c.1
(h) 14 & 15 G.5 c.6
(i) 15 & 16 G.5 c.69
(j) 16 & 17 G.5 c.12
(k) 19 & 20 G.5 c.1
(l) 19 & 20 G.5 c.19
(m) 20 & 21 G.5 c.3
(n) 20 & 21 G.5 c.16

88 24 & 25 G.5 c.29

89 25 & 26 G.5 c.8

90 S.R. & O. 1945, No. 317. H.M. Stationery
Office.

91 3 & 4 G.6 c.44

92 S.R. & O. 1936, No. 331, part 4
H.M. Stationery Office.

93 S.R. & O. 1938, No. 292 H.M. Stationery
Office.

94 S.R. & O. 1936, No. 339. H.M. Stationery
Office.

- 95 (a) 10 & 11 G.5 c.102
(b) S.R. & O. 1946, No. 1508
H.M. Stationery Office.
- 96 26 G.5 and 1 Edw. 8 c.31
- 97 4 & 5 G.6 c.11
- 98 6 & 7 G.6 c.27
- 99 9 & 10 G.6 c.67
- 100 26 G.5 and 1 Edw. 8 c.33
- 101 3 & 4 G.6 c.13.
- 102 1 Edw. 8 and 1 G.6 c.39
- 103 10 & 11 G.5 c.44
- 104 1 & 2 G.6 c.11
- 105 Cmd. 6878, 1946. H.M. Stationery Office.
- 106 S.R. & O. 1946, No. 1508. H.M. Stationery
Office.
- 107 8 & 9 G.6 c.41
- 108 Minutes of the 35th. Session of the Governing
Body of the International Labour Office,
p.46 Geneva 1927.

- 109 "The Protection of Seamen in the Case of
Sickness, including the Treatment of
Seamen Injured on Board Ship".
International Labour Office, Geneva, 1929.
- 110 International Labour Review, 21.1,
Geneva 1930.
- 111 Seamen's Articles of Agreement Convention
1926. Conventions and Recommendations,
International Labour Office, 1919-1937.
p.117.
- 112 Repatriation of Seamen Convention, 1926
Conventions and Recommendations,
International Labour Office 1919-1937. p.123
- 113 "The Protection of Seamen in the Case of
Sickness, including the Treatment of Seamen
Injured on Board Ship". International
Labour Office, Geneva, 1931.
- 114 International Labour Conference, 21st. Session.
Record of Proceedings, p. 247-260.
International Labour Office, Geneva 1937.
- 115 Shipowners Liability (Sick and Injured Seamen)
Convention, 1936. Conventions and
Recommendations, International Labour Office,
1919-1937. p.395.

- 116 Sickness Insurance (Sea) Convention 1936
Conventions and Recommendations,
International Labour Office, 1919-1937.
p. 401.
- 117 International Labour Review, 51.754
Montreal 1945.
- 118 J.M.C. 13/2 (9) /16. International Labour
Office, Montreal 1944.
- 119 The Unemployment Indemnity (Shipwreck)
Convention, 1920. Conventions and
Recommendations, International Labour
Office, 1919-1937. p.45
- 120 International Labour Review, 50.1.
Montreal 1944.
- 121 International Labour Review, 51.480.
Montreal 1945.
- 122 Report 4, Social Insurance. Maritime
Preparatory Technical Conference.
International Labour Organisation,
Copenhagen, November 1945. International
Labour Office, Montreal 1945.
- 123 Social Security for Seafarers. International
Labour Office, Montreal 1945.

- 124 The Maintenance of Migrant's Pension Rights Convention, 1935. Conventions and Recommendations, International Labour Office, 1919-1937. p.337.
- 125 Report 2, Social Security for Seafarers. 28th. Session, International Labour Conference, Seattle, 1946. International Labour Office, Montreal 1946.
- 126 Provisional Record Number 22. 28th. Session International Labour Conference, Seattle 1946. Seattle Printing & Publishing Company.
- 127 Provisional Record Number 25. 28th. Session International Labour Conference, Seattle 1946. Seattle Printing & Publishing Company.
- 128 Seamen's Welfare in Ports. H.M. Stationery Office, 1945.
- 129 109th. Annual Report of the Sailors' Home and Red Ensign Club. Spottiswoode, Ballantyne and Company.
- 130 Ash, H.S. (1946). Personal communication.
- 131 Wright, W. (1904). Hygiene in the Mercantile Marine. M.D. Thesis.

- 132 Wilson, J.H. (1925). "My Stormy Passage Through Life". Co-operative Printing Society, London.
- 133 1 & 2 G.5 c.8
- 134 (a) 39 & 40 Vict. c.79
(b) 43 & 44 Vict. c.23
- 135 Instructions as to the Survey of Masters' and Crew Spaces, 1897, 1900, 1907, 1913, 1923, 1937 and 1946. H.M. Stationery Office.
- 136 See Tables in section on Hygiene of Crew Spaces.
- 137 Judicial Statistics of Scotland, 1908 and 1938. H.M. Stationery Office.
- 138 Licencing Statistics, 1937. Cmd. 5869. H.M. Stationery Office, 1938.
- 139 (a) 48 & 49 Vict. c.69.
(b) 2 & 3 G.5 c.20
(c) 12 & 13 G.5 c.56
- 140 Hanmer, H. (1946). Personal communication.
- 141 (a) 11 & 12 G.5 c.42
(b) 24 & 25 G.5 c.26

- 142 Health and Welfare of Merchant Seamen.
Report on conference convened by Norwegian
Red Cross Society and League of Red Cross
Societies, June 26th. - July 5th. 1926.
Paris 1926.
- 143 Report of British Council for the Welfare
of the Mercantile Marine, 1928.
- 144 Second Conference on the Health and Welfare
of Merchant Seamen, convened by the League
of Red Cross Societies, Geneva, October 7th.
to 9th. 1929. Paris 1930.
- 145 Conference of Seamen's Missions and Sailor's
Homes, November 5th. 1930. Agenda prepared
by King George's Fund for Sailors.
- 146 Hickson, G.R.S. (1946). Personal communication.
- 147 Social Conditions in Ports and Dockland Areas.
Report by Joint Council of British Social
Hygiene Council, and British Council for the
Welfare of the Mercantile Marine, 1934-35.
- 148 Annual Report of British Council for the
Welfare of the Mercantile Marine, 1st. April,
1935 to February, 1939.
- 149 Seamen's Welfare in Ports, 1936. Conventions
and Recommendations, International Labour
Office 1919-1937. Geneva 1937. p.380.

- 150 Hunter, B.R. (1939). Seamen's Welfare in
Ports. Personal communication.
- 151 Welfare Work Outside the Factory.
Cmd. 6310. H.M. Stationery Office, 1941.
- 152 Burns, W.M. (1945). Seamen's Welfare.
Survey of Welfare Work for Seafarers during
the years 1941 to 1945, Clyde and West of
Scotland Area. Personal communication.
- 153 Mortished, R.J.P. (1944). Developments in
Welfare for British Seamen. International
Labour Review, 50. No.3 September.
- 154 Macgregor, A.S.M. (1943). Minutes of Glasgow
Corporation, Print No. 10, p.537, 1943.
- 155 King George's Fund for Sailors. First Annual
Report, 1917. Published by E.G. Berryman
& Sons, London.
- 156 House of Commons, Commissioners, etc.
Reports, 1937-38, Volume 6.
- 157 2 & 3 G.6 c.44
- 158 3 & 4 G.6 c.31
- 159 S.R. & O. 1939, No. 927. H.M. Stationery
Office.

- 160 International Labour Conference, 2nd.
Session, Genoa, 1920. Record of Proceedings
p. 595-596. International Labour Office,
Geneva 1920.
- 161 Minutes of 5th. Session of Joint Maritime
Commission, p. 49, International Labour
Office, Geneva 1925.
- 162 "The Promotion of Seamen's Welfare in Ports".
p. 49-71, International Labour Office,
Geneva 1929.
- 163 International Labour Review, 14.508
Geneva 1926.
- 164 Minutes of 7th. Session of Joint Maritime
Commission, p. 17 and 47-48 International
Labour Office, Geneva 1927.
- 165 "Promotion of Seamen's Welfare in Ports".
International Labour Office, Geneva 1931.
- 166 International Labour Review, 35, No. 2,
p. 141, Geneva 1937.
- 167 "The Church and the Sailor", 35.66.
- 168 (a) Wilson, J.H. (1925). "My Stormy Passage
Through Life". Co-operative Printing
Society, London.

- (b) Home, W.E. (1922). "Merchant Seamen -
Their Diseases and their Welfare Needs".
John Murray, London.
- (c) Sommerville, B. (1920). Blackwood's
Magazine, February. p.153.
- 169 (a) Collingridge, W. (1894). Lancet I.1111
- (b) Annual Reports of Port Medical Officer
of Manchester, 1927, 1928 and 1929.
- (c) Jones, J.H. (1929). The Hygiene of the
Mercantile Marine. Three Lectures in
Advanced Hygiene delivered at the
University of London.
- 170 Instructions as to the Survey of Masters'
and Crew Spaces. H.M. Stationery Office 1897.
- 171 Instructions as to the Survey of Masters'
and Crew Spaces. H.M. Stationery Office 1900.
- 172 Instructions as to the Survey of Masters'
and Crew Spaces. H.M. Stationery Office 1907.
- 173 Instructions as to the Survey of Masters'
and Crew Spaces. H.M. Stationery Office 1913.
- 174 Instructions as to the Survey of Masters'
and Crew Spaces. H.M. Stationery Office 1923.
- 175 Instructions as to the Survey of Masters'
and Crew Spaces. H.M. Stationery Office 1937.

- 176 Williams H. (1904). Journal of Royal
Sanitary Institute, 25.451.
- 177 Journal of Royal Sanitary Institute 1904.
25.453.
- 178 Jones, J.H. (1910). Journal of Royal
Sanitary Institute, 31.623.
- 179 Collingridge, W. (1910). Journal of Royal
Sanitary Institute, 31.625.
- 180 Annual Report of Port Medical Officer of
Liverpool, 1911.
- 181 Collingridge, W. (1915). Journal of Royal
Sanitary Institute, 36.114.
- 182 Williams, H. (1915). Journal of Royal
Sanitary Institute, 36.118.
- 183 Letters to the Editor, "The Times",
14th. March, 1919.
- 184 McKeown, R.J. (1920). Journal of Royal
Sanitary Institute, 41.256.
- 185 Jones, J.H. (1920). Journal of Royal
Sanitary Institute, 40.214.
- 186 Hill, R. (1921). Lancet I.54.
- 187 Jones, J.H. (1924). Journal of Royal
Sanitary Institute, 45.259.

- 188 Hanna, W. (1924). Journal of Royal
Sanitary Institute, 45.251.
- 189 Annual Report of Port Medical Officer,
Manchester, 1927.
- 190 Annual Report of Port Medical Officer,
Manchester, 1928.
- 191 Annual Report of Port Medical Officer,
Manchester, 1929.
- 192 Jones, J.H. (1929). The Hygiene of the
Mercantile Marine. Three Lectures in
Advanced Hygiene delivered at the
University of London.
- 193 Sommerville, B. (1920). Blackwood's
Magazine, February, p.153.
- 194 Cavill, H.J. (1930). Journal of Royal
Sanitary Institute, 51.305.
- 195 Black, S.A.B. (1945). Public Health, 59.40.
- 196 Report of Annual Meeting of Association of
Port Sanitary Authorities, 1898.
- 197 Report of Annual Meeting of Association of
Port Sanitary Authorities, 1904.

- 198 Report of Annual Meeting of Association
of Port Sanitary Authorities, 1905.
- 199 Report of Annual Meeting of Association
of Port Sanitary Authorities, 1921.
- 200 Report of Sub-Committee of Association
of Port Sanitary Authorities, 1921.
- 201 Proceedings of Association of Port
Sanitary Authorities, January 19th, 1922.
- 202 Proceedings of Association of Port
Sanitary Authorities, February 24th, 1922.
- 203 Report of Annual Meeting of Association
of Port Sanitary Authorities, 1922.
- 204 Association of Port Sanitary Authorities,
Minutes of meeting 30th. November 1928.
- 205 Association of Port Sanitary Authorities,
Minutes of Sub-Committee, 12th. December 1928.
- 206 Public Health, 1928. 41.289.
- 207 Association of Port Sanitary Authorities,
Minutes of Sub-Committee, 12th. July 1929.
- 208 Association of Port Sanitary Authorities,
Minutes of Sub-Committee, 6th. March 1930.

- 209 Association of Port Sanitary Authorities
Minutes of Sub-Committee, 28th. November 1930.
- 210 Association of Port Sanitary Authorities,
Minutes of Sub-Committee, 20th. November 1931.
- 211 Association of Port Sanitary Authorities,
Minutes of Sub-Committee, 25th. November 1932.
- 212 Association of Port Sanitary Authorities,
Minutes of meeting, 24th. November 1933.
- 213 Association of Port Sanitary Authorities,
Minutes of General Committee, 19th. October 1934.
- 214 Association of Port Sanitary Authorities,
Minutes of General Committee, 30th. November 1934.
- 215 Association of Port Sanitary Authorities,
Minutes of General Committee, 3rd. May 1935.
- 216 Association of Port Sanitary Authorities,
Minutes of General Committee, 27th. March 1936.
- 217 Association of Port Sanitary Authorities,
Minutes of Annual General Meeting, 29 -
31st. May 1935.
- 218 Association of Port Sanitary Authorities,
Minutes of Annual General Meeting,
10-12th. June, 1936.

- 219 Association of Port Sanitary Authorities,
Minutes of Meeting 16th. September, 1937.
- 220 International Labour Conference, Second
Session, Genoa 1920. Record of
Proceedings, p.509. International Labour
Office, Geneva 1920.
- 221 J.M.C. 13/2(6)/15. International Labour
Office, Montreal 1944.
- 222 Report 3, International Labour Conference,
28th. Session, 1946. International Labour
Office, Montreal.
- 223 Report 3, International Labour Organisation,
Maritime Preparatory Technical Conference,
Copenhagen, 1945. International Labour
Office, Montreal 1945.
- 224 Provisional Records, Nos. 21, 26 and 28,
28th. Session, International Labour Conference,
Seattle 1946. Seattle Printing and
Publishing Company.
- 225 Carr, J.G. (1945). British Journal of
Industrial Medicine, Volume 2, Number 2,
p. 65.

- 226 Turnbull, A. (1904). History of the Naval Medical Service from the earliest date to the Present Time (Typescript presented to Library of the Royal Hospital at Haslar by the Historian).
- 227 Blane, G. (1833). Selected Dissertations on Several Subjects of Medical Science - Two volumes, London 1833.
- 228 Smith, J. (1848). The Voyage and Shipwreck of St. Paul. Longman's, London.
- 229 Whall, W.B. (1925). Romance of Navigation. Edited by F.E. McMurtrie. Samson Low Marston & Co. Ltd., London.
- 230 Haklyt, R. (1905). Principal Navigations, Voyages, Traffiques and Discoveries of the English Nation. Maclehose & Sons, Glasgow, 1905.
- 231 "The Discoveries of the Large and Bewtiful Empire of Guinea". Edited by V.T. Harlow, Argonaut Press, 1936, London.

- 232 The Observations of Sir Richard Hawkins,
Knight, in his voyage into the South
Seas, A.N. Dom. 1593. Haklyt Society
Publications, 1847.
- 233 The Voyages of Sir James Lancaster to the
East Indies and the Voyages of Captain
John Knight (1606) to seek the North West
Passage. Haklyt Society Publications,
London, 1877.
- 234 Proude, J.A. (1895). English Seamen in
The 16th. Century. Longman's, London.
- 235 Singer, C. (1916). Journal of Royal
Naval Medical Service, 2.495.
- 236 Woodall, J. (1617). The Surgeon's Mate.
- 237 Walter, R. (1928). Anson's Voyage Round
the World. New edition with Prefatory
Notes by G.S.L. Clowes. Hopkinson, London.
- 238 Mariners' Mirror, 1929. 15.2.
- 239 Lind, J. (1774). Essay on the Most
Effectual Means of Preserving the Health
of Seamen in the Royal Navy. Third
Edition, London.
- 240 Trotter, T. (1797). Medicina Medica,
Volumes 1-2. London 1797-1799

- 241 Lind, J. (1753). A Treatise on Scurvy.
London.
- 242 A Voyage to the South Pole and Round the
World. (The three voyages of Captain
Cook round the World, V.1). Tallis, London.
- 243 Jenner, E. (1798). An inquiry into the
causes and effects of Variola Vaccinae,
a disease discovered in some of the
western counties of England, particularly
Gloucestershire, and known by the name of
the Cow-Pox. Samson Low & Co., London.
- 244 Admiralty Circular No. 11, M.M.
April 15th. 1864.
- 245..... Statistics Relating to Mortality in the
Mercantile Marine, H.M. Stationery Office,
1932.
- 246 Home, W.E. (1924). Journal of Royal
Sanitary Institute. 45.265.
- 247 Home, W.E. (1934). Lancet I.1081
- 248 Wood, J.E. (1942). British Medical
Journal, I.716.
- 249 Hutchison, A. (1943). Lancet, I.741.

- 250 26 G.5 and 1 Edw. 8 c.49
- 251 13 & 14 Vict. c.93
- 252 Merchant Shipping Medical Scales.
H.M. Stationery Office, 1907, 1929,
1931, 1936 and 1945.
- 253 Ministry of Shipping Notice M.188.
- 254 Hutchison, A. (1942). Personal
investigation.
- 255 Merchant Shipping Medical Scales,
H.M. Stationery Office, 1945.
- 256 Bulletin de L'Office International
d'Hygiene Publique, 12.1010. 1920.
- 257 Proceedings of the Northern European
Red Cross Conference for Combatting
Venereal Disease (1921). Printed by
Waldheim - Eberle, A.G., Vienna, 1921.
- 258 Treaty Series Number 20 (1926).
H.M. Stationery Office.
- 259 13 & 14 G.5 c.40.
- 260 Bernard, R., Haeck, J. Les Consultations
Radio-médicales en haute mer. Report 2,
Congress of the Royal Institute of Public
Health, Ghent, June, 1927.

- 261 Hygiène et Médecine à bord. Manual
International pour Officiers de la
Marine marchande. Paris Édition de
la L.S.C.R., 1934.
- 262 International Code of Signals, 1931
Volume 2, H.M. Stationery Office.
- 263 Sand, R., Bernard, R., Haeck, J., et al.,
1928. Radio-médicaux, coffres à
médicaments. Comptes rendus au comité
permanent pour le bien-être des marins.
- 264 5 & 6 W.4 c 53.
- 265 5 & 6 Vict. c.107.
- 266 ,..... Regulations Relating to the Examination of
Masters and Mates in the Mercantile Marine.
H.M. Stationery Office, 1932.
- 267 Hutchison, A. (1942). Personal
investigation.
- 268 Brash, W. (1946). Personal communication.
- 269 Medical Examination of Young Persons (Sea)
Convention, 1921. Conventions and
Recommendations, International Labour
Office, 1919-1937. p.75.

- 270 National Maritime Board Year Book,
1945. Perry and Routleff, England.
- 271 S.R. & O. 1939, No. 927 H.M. Stationery
Office.
- 272 (a) Ministry of Health Circular, 2246.
(b) Ministry of Health Circular, 2346.
(c) Ministry of Health Circular, HMS 295.
- 273 9 & 10 G.6 c.81
- 274 J.M.C. 13/2(3)/14. International Labour
Office, Montreal 1944.
- 275 Report 8, Maritime Preparatory Technical
Conference, Copenhagen, November 1945.
International Labour Office, Montreal 1945.
- 276 Report 5, 28th. Session International Labour
Conference, 1946. International Labour
Office, Montreal 1946.
- 277 Provisional Records 18 and 27. 28th.
Session International Labour Conference.
Seattle Printing and Publishing Co., 1946.
- 278 Journal of Royal Sanitary Institute, 1934.
54.459-470.
- 279 Ministry of War Transport. Report of the
Clyde Estuary Committee. H.M. Stationery
Office, 1945.

- 280 S.R. & O. 1930, No. 299. H.M. Stationery
Office.
- 281 S.R. & O. 1920; No. 448. H.M. Stationery
Office.
- 282 Simon, J. (1897). English Sanitary
Institutions. John Murray, London.
- 283 Extract Privy Council Register, 4th. June,
1662 - 29th. January 1664. P.C.2/56.
- 284 9 Anne c.2
- 285 7 G.1 c.3
- 286 1 G.2 c.13
- 287 6 G.2 c.34
- 288 26 G.2 c.4
- 289 Minutes of Evidence before a Select
Committee on the Foreign Trade of the
Country, 1824. Glasgow Chamber of
Commerce Journal. Parliamentary Reports,
volume 19, Foreign Trade 2.
- 290 29 G.2 c.8
- 291 28 G.3 c.34
- 292 38 G.3 c.33

- 293 45 G.3 c.10
- 294 51 G.3 c.40
- 295 6 G.4 c.78
- 296 London Gazette, July 12th, 1831.
- 297 London Gazette, October 20th., 1831.
- 298 London Gazette, November 14th. 1831.
- 299 11 & 12 Vict. c.63.
- 300 Report on Quarantine presented to both
Houses of Parliament, 1849. Wm. Clowes
& Sons, for Her Majesty's Stationery
Office, 1849.
- 301 London Gazette, March 9th. 1854.
- 302 London Gazette, July 20th. 1866.
- 303 (a) London Gazette, July 29th. 1871.
(b) London Gazette, August 3rd. 1871.
(c) London Gazette, August 3rd. 1871.
(d) London Gazette, August 5th. 1871.
(e) London Gazette, August 10th. 1871.
- 304 20th. Report of Local Government Board,
House of Commons, Commissioners, etc.,
Reports 1890-91. Sess. Vol. 33, cmd.6460.

- 305 22nd. Annual Report of the Local
Government Board. House of Commons,
Commissioners, etc., Reports, 1894.
Sess. Vol. 39, cmd. 7180.
- 306 26th. Annual Report of the Local
Government Board. House of Commons,
Commissioners, etc., Reports, 1897.
Sess. Vol. 27, cmd. 8583.
- 307 28th. Annual Report of the Local
Government Board. House of Commons,
Commissioners, etc., Reports, 1898.
Sess. Vol. 39, cmd. 8978.
- 308 S.R. & O. 1902, No. 956. H.M. Stationery
Office.
- 309 S.R. & O. 1903, No. 63. H.M. Stationery
Office.
- 310 (a) S.R. & O. 1907, No. 694. H.M.
Stationery Office.
(b) S.R. & O. 1907, No. 695. H.M.
Stationery Office.
(c) S.R. & O. 1907, No. 710. H.M.
Stationery Office.
- 311 Parliamentary Reports, volume 712.
568-1. Ordered to be printed by
House of Commons, 31st. August 1860.

- 312 Milroy, G. (1861). Transactions of the
National Association for the Promotion
of Social Science, 1861. p. 582.
John Parker, London.
- 313 21 & 22 Vict. c.97.
- 314 34 & 35 Vict. c.70.
- 315 Buchanan, G.S. (1934). Lancet I.935.
- 316 28 & 29 Vict. c.90.
- 317 35 & 36 Vict. c.79.
- 318 38 & 39 Vict. c.55.
- 319 39 & 40 Vict. c.36.
- 320 48 & 49 Vict. c.35.
- 321 52 & 53 Vict. c.64.
- 322 (a) London Gazette, July 12th. 1883.
(b) London Gazette, April 21st. 1884.
- 323 22nd. Annual Report of the Local
Government Board, 1892-93. House of
Commons, Commissioners, etc. Reports,
1894. Sess. Vol. 39, cmd. 7412.

- 324 23rd. Annual Report of the Local
Government Board, 1893-94. House of
Commons, Commissioners, etc., Reports,
1895. Sess. Vol. 51, cmd. 7906.
- 325 59 & 60 Vict. c.20.
- 326 59 & 60 Vict. c.19.
- 327 Treaty Series 27/1907. H.M. Stationery
Office, 1907.
- 328 37th. Annual Report of the Local
Government Board. House of Commons,
Commissioners, etc., Reports 1908.
Sess. Vol. 30, cmd. 4347.
- 329 39th. Annual Report of the Local
Government Board. House of Commons,
Commissioners, etc., Reports, 1910.
Sess. Vol. 39, cmd. 5312.
- 330 40th. Annual Report of the Local
Government Board. House of Commons,
Commissioners, etc., Reports, 1911.
Sess. Vol. 32, cmd. 5939.
- 331 41st. Annual Report of the Local
Government Board. House of Commons,
Commissioners, etc., Reports, 1912-13.
Sess. Vol. 36, cmd. 6341.

- 332 42nd. Annual Report of the Local
Government Board. House of Commons,
Commissioners, etc., Reports, 1913.
Sess. Vol. 31, cmd. 6982.
- 333 9 & 10 G.5 c.21.
- 334 S.R. & O. 1920, No. 1294. H.M.
Stationery Office.
- 335 Ministry of Health Circular No. 107, 1920.
- 336 Treaty Series 2/1921. H.M. Stationery
Office, 1921.
- 337 Circular Letter No. 374, issued by the
Ministry of Health, 1923.
- 338 9 & 10 G.5 c.72.
- 339 (a) White, C.F. (1933). November meeting
of Association of Port Sanitary
Authorities.
(b) The Rat-Proofing of Ships, 1931.
Supplement No. 93 of the Public Health
Reports of the U.S.A.
- 340 S.R. & O. 1929, No. 1011. H.M. Stationery
Office.
- 341 Treaty Series 22/1928. H.M. Stationery
Office, 1928.

- 342 S.R. & O. 1933, No. 38. H.M.
Stationery Office.
- 343 S.R. & O. 1930, No. 299. H.M.
Stationery Office.
- 344 S.R. & O. 1938, No. 299. H.M.
Stationery Office.
- 345 S.R. & O. 1945, No. 1282. H.M.
Stationery Office.
- 346 Cmd. 6637. H.M. Stationery Office, 1945.
- 347 House of Commons, Commissioners, etc.
Reports 1943-44. Sess. Vol. 8, cmd.6491.
- 348 McCallum, F. (1935). International
Hygiene. Commonwealth of Australia,
Service Publication No. 40.
- 349 Treaty Series 3/1893. H.M. Stationery
Office, 1893.
- 350 Treaty Series 4/1894. H.M. Stationery
Office, 1894.
- 351 Treaty Series 8/1899. H.M. Stationery
Office, 1899.
- 352 Treaty Series 6/1900. H.M. Stationery
Office, 1900.

- 353 Abt, G. (1933). Vingt-cinq ans
d'activite de l'office International
d'Hygiene Publique, 1909-1933.
Paris 1933.
- 354 House of Commons, Commissioners, etc.
Reports, 1923. Sess. Vol. 25, cmd. 1929.
- 355 House of Commons, Commissioners, etc.
Reports 1938-39. Sess. Vol. 27, cmd. 6114.
- 356 White, F.N. (1923). League of Nations
(Health Section). C.H. 130. Geneva.
- 357 House of Commons, Commissioners, etc.,
Reports 1928-29. Sess. Vol. 23,
cmd. 3207.
- 358 Glasgow Herald, June 16th. 1919. 7c.
- 359 Glasgow Herald, December 11th. 1919. 9f.
- 360 Bulletin de l'Office International
d'Hygiene Publique, 23.970. 1931.
- 361 Stock, C.B. (1945). Proceedings of the
Royal Society of Medicine. 38.309.
- 362 Bulletin de l'Office International
d'Hygiene Publique, 25.931. 1933.

363 Miscellaneous Series No. 6, 1943.

cmd. 6497. H.M. Stationery Office.

364 Cmd. 6638. H.M. Stationery Office, 1945.

365 Macgregor, A.S.M. (1944). Memorandum

on a Recent Instance of Ship-borne

Smallpox. Personal communication.

366 Van Rooyen, C.E., and Rhodes, A.J.

(1940). Virus Diseases of Man.

Oxford University Press. p.267.